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REPORT

of the

TEAM FOR THE STUDY OF COMMUNITY PROJECTS AND NATIONAL EXTENSION SERVICE

Vol. I

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COMMITTEE ON PLAN PROJECTS
New Delhi

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INTRODUCTION

The Finance Minister, in his Budget speech for 1956-57, informed the Parliament that, with the large and growing outlay in the Second Five Year Plan, both on revenue and on capital account, the question of securing the maximum possible economy and avoiding wastage owing to delays and inefficiency had assumed greater importance than ever.

2. Following upon this the National Development Council constituted a Committee on Plan Projects with the Union Minister for Home Affairs as Chairman and the Union Ministers for Finance and Planning and the Deputy Chairman, Planning Commission, as members; the Chief Minister of two States to be nominated by the Prime Minister and the Union Minister concerned were also to act as members for different projects or class of projects. The Committee appointed* our Team to study and report on the Community Projects and National Extension Service with a view to economy and efficiency with specific reference to the following aspects :

(i) The content of the programme and the priorities assigned to different fields of activity within it;

(ii) The arrangments for the execution of the programme with special reference to :

(a) Intensification of activities in the sphere of agricultural production;

(b) Coordination between

(1) the different Ministries/Departments at the Centre;

(2) the Centre and the States; and

(3) the different agencies within the Community Projects Administration and other State Government organisations and Departments;

(c) the organisational structure and methods of work with a view to securing a greater speed in the despatch of business;

(iii) the assessment of the requirments of personnel for Community Projects and National Extension Service and examination of existing training facilities in order to meet the growing

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*Vide Appendix 1.

requirments of personnel for extending the coverage of the programme.

(iv) the assessment of the extent to which the movement has succeeded in utilising local initiative and in creating institutions to ensure continuity in the process of improving economic and social conditions in rural areas.

(v) the methods adopted for reporting upon the results attained by the Community Projects and National Extension Service.

(vi) Any other recommendation that the Team may like to make in order to ensure economy and efficiency in the working of the Community Projects and the National Extension Service.

3. The Second Five Year Plan has recommended[1] that village panchayats should be organically linked with popular organisations at a higher level and that, by stages determined in advance, democratic bodies should take over the entire general administration and development of the district or the sub-division perhaps other than such functions as law and order, administration of justice and certain functions pertaining to the revenue administration. The National Development Council at its eighth meeting decided that a special investigation into such a reorganisation of the district administration should be carried out by our Team.[2]

4. The method of work[3] which we followed was one of visits to the villages in the Community Development and National Extension Service blocks, discussions witb persons belonging to different categories directly or indirectly connected with the community development work, and a study of data already available with the Ministries of the Government of India or specially collected on our request by the State Governments. We visited[4] selected blocks in all the States, held discussions with the local public, local officials, members of representative organisations, district-level officers, heads of departments and secretaries to the Governments in the development departments. It was not our intention to make a detailed evaluation of the work so far done in the different blocks nor in the different States but to obtain an overall picture of the progress so far made, with a view to enable us to advise the Committee on Plan Projects as to the future line of action. On the basis of these discussions and a study of material collected, we formulated certain tentative conclusions and recommendations. These

1. Vide Second Five-Year Plan p. 160
2. Vide Appendix 2
3. Vide Appendix 3
4. Vide Appendix 4

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were sent to the State Governments and later we held discussions with them. We also had the opportunity of meeting the State Ministers for Local Self-Government on the occasion of the meeting of the Central Council of Local Self-Government held at Srinagar in September, 1957, and were able to examine with them our proposals for democratic decentralisation of district administration. As a result of all this, our tentative recommendations and conclusions have been, wherever found necessary, modified and are now being submitted to the Committee on Plan Projects.

5. These recommendations are based on our observations and studies made in different States. Necessarily, they may need some slight modifications to adapt them to local conditions prevailing in any particular area, but, substantially, they are of general applicability and we expect that they will be treated as such.

6. As a part of the instructions received by us, we have ascertained the views of the State Governments on the various recommendations made by us. We are glad that we have secured substantial agreement on most of them.*

7. The Programme Evaluation Organisation of the Planning Commission makes a continuous evaluation of the achievements and shortfalls of the community development programme. We consider that, in addition to this, it may be useful that another body should, from time to time, make a review of the progress made, and the problems encountered, devise solutions and make recommendations on future lines of action. Such a review by a Team, similar to ours, will be useful after every few years.

8. Our Report is in three volumes. The first volume contains the results of our examination of the various problems in the field of community development, a summary of the recommendations which we have made, a note on the financial implications of some of these recommendations, and a list of subjects to be studied or examined further. The second contains a series of studies in different problems relevant to the subjects. The last volume contains appendices to the various sections of volume I as also some of the special features in the field of community development in different States; each State might like to examine those which are new to it and, where found useful, adopt them with such modifications as local conditions would necessitate.

9. We have to thank the State Governments for the facilities provided by them for our study of the different aspects of the community development work. Equally, we have to express our appreciation of the

* Vide Appendix 5.

spirit of accommodation shown by them as well as the Central Ministries concerned during the course of our discussions on the draft recommendations. These have enabled us to secure a very large measure of agreement on our various recommendations. We also express our gratitude to the various non-official and semi-official organisations like the All India Khadi Commission as well as to the leaders and workers of Sarva Seva Sangh headed by Shri Dhirendra Majumdar and Shri Annasaheb Sahasrabuddhe, who responded generously to our request to meet us for discussions and supply the literature needed for our study.

10. Our thanks are also due to Shri M. S. Sivaraman, I. C. S., Adviser (Programme Administration), Planning Commission, Shri J. V. Nehemiah, Secretary, Indian Council of Agricultural Research, Shri Manubhai Pancholi, Director, Lok Bharati, Sanosara, Bombay State, Shri Jhaverbhai Patel, Officer on Special Duty (Village and Small Industries), Planning Commission, Dr. M.D. Patel, Director, Institute of Agriculture, Anand, Bombay and Shri Dhirubhai Desai, Director of Training, Khadi and Village Industries Commission and many others for their valuable assistance in the Team's studies on agriculture and training at various levels. We record our warm appreciation for the special studies carried out on behalf of the Team by the Programme Evaluation Organisation and Shri M. S. Gore, Principal, Delhi School of Social Work. We wish to thank, in particular, Shrimati Amiya Rao for the valuable assistance she willingly rendered in our examination of the programme for women and childern—a field in which she has much experience and knowledge. Shri D. P. Singh, I. A. S., Member-Secretary of the Team had to leave us to take up his assignment on behalf of the U. N. O. with the Government of Syria before the presentation of this Report, but after the main work of study, discussions and initial drafting of the Report was concluded. His vast knowledge and experience as a result of his pioneer work in the Pilot Projects in Etawah and his intimate connection with the work of the Planning Research and Action Institute of Lucknow have proved to be of immense help to the Team in its study of community development programme in all its aspects, both theoretical as well as practical. He did not spare himself; in fact, he over-worked himself. Shri R. K. Trivedi, I. A. S., who joined us from June has not merely functioned as Joint Secretary of the Team but has also assisted us with his long experience of administrative matters, especially in the field of agriculture and cooperation. The members of the staff have given unstinted cooperation and have worked throughout under heavy pressure, which we highly appreciate. We express our gratefulness to the Chairman and the Secretary, Committee on Plan Projects, for the help given and personal interest evinced by them, from time to time, in the removal of the difficulties experienced by the Team.

PART I

Section 1 CONCEPT AND APPROACH

To us in this country the term 'community development' is of recent origin. We have so far used such terms as rural development, constructive work, adult education and rural uplift to denote certain of its aspects. The word "Community" has, for the past many decades, denoted religious or caste groups or, in some instances, economic groups not necessarily living in one locality; but with the inauguration of the community development programme in this country, it is intended to apply it to the concept of the village community as a whole, cutting across caste, religious and economic differences. It is a programme which emphasises that the interest in the development of the locality is necessarily and unavoidably common to all the people living there. The Planning Commission, in their First Five-Year Plan, described community development as the "method through which the Five-Year Plan seeks to initiate a process of transformation of the social and economic life of the villages"[1]. This method is to process the development of the area through people's own democratic and cooperative organisations, the Government helping only with technical advice, supplies and credit. It is "designed to promote better living for whole community with the active participation and, if possible, on the initiative of the community; but if this initiative is not forthcoming, by the same use of techniques for arousing and stimulating it in order to secure its active and enthusiastic response"[2].

1. 2. While operating through the people's local organisations, the programme simultaneously strengthens the foundations of democracy on which our Constitution stands, by making the villager understand the significance of development and his own position in the process of development, and it makes him realise his position in this vast democracy. Thus, community development and democracy progress through and strengthen each other. The community projects are of vital importance "not so much for the material achievement that they would bring about but much more so, because they seem to build up the community and the individual and to make the latter the builder of his own village centres and of India in the larger sense."[3]

1. First Five-Year Plan, page 223.
2. Community Development Programmes in India, Pakistan and Philippines (1955), p. 8.
3. Prime Minister's inaugural speech at the Development Commissioners' Conference May, 1952.

1. 3. In this community development "the role of the Government is to plan and organise the programmes on a national basis according to a well-conceived policy and secondly, to provide the technical service and basic material which go beyond the resources of the communities and of the voluntary organisation. In relation to the people, community development is essentially both an educational and organisational process. It is educational because it is concerned with changing such attitudes and practices as are obstacles to social and economic improvements, engendering particular attitudes which are conducive to these improvements and, more generally, promoting a greater receptivity to change. It is organisational not only because people acting together are better able to pursue the interests which they have in common, but also because it requires the reorientation of existing institutions or the creation of new types of institutions to make self-help fully effective and to provide the necessary channels for governmental services. To be fully effective, this demands the emergence and training of a new type of local leaders. The value of organising the people consists not only in the help which it may give towards achieving particular concrete results, but also in the general contribution which it may make towards increasing social coherence."[1]

1. 4. "Implementation of community development programme on a national scale requires: adoption of consistent policies, specific administrative arrangements, recruitment and training of personnel, mobilization of local and national resources and organisation or research, experimentation and evaluation...............A programme of community development is most successful when it becomes an integral part of, or is closely related to, the existing administrative organisation at the local, intermediate and national levels."[2]

1. 5. The Planning Commission in the First Five Year Plan referred to rural extension as the agency for the transformation of the social and economic life of the villages.[3] It must, therefore, be borne in mind that the national extension service, as it is called, is nothing more than a staffing pattern. It is an agency for extending to the villagers the scientific and technical knowledge in certain fields like agriculture, animal husbandry and the rural industry. The extension agency also includes an element of service agency, e. g., for taking preventive and prophylactic measures like inoculation and vaccination, but it must never forget its essential role of extension. Its main function is to make the people understand what change or innovation will benefit them, why it will benefit them and how it can be introduced. It is for the community to parti-

1. Community Development Review, December, 1956.
2. Social Progress through Community Development, United Nations, 1955, Page 12.
3. First Five Year Plan, Page 223.

cipate in all the activities which will lead to such change or innovation. Here, the term participation assumes some significance. People's participation is not merely their providing a certain proportion of the cost of a particular work in cash, kind or manual labour. It is their full realisation that all aspects of community development are their concern and the Government's participation is only to assist them where such assistance is necessary. It is the gradual development of their faith in the efficacy of their own cooperative action in solving their local problems. This attitude can be developed by close mutual cooperation between the different sections of the community. Such participation is possible only through the organisation of cooperative institutions and of elective democratic institutions.

1. 6. During the past few years, plans for community development have often been attempted to be processed not through such democratic institutions but through *ad hoc* bodies like Vikas Mandals, etc. Often, we have been told that the village panchayat is for various reasons not suitable for such work. This is a confession not merely of our lack of faith in democracy but of our failure to make the programme a genuine community development programme. It can become genuine only by operating through the cooperatives on the one hand and the statutory elective representative bodies on the other.

1. 7. The backward community has to develop on so many different lines and its felt needs are so numerous and so fast growing that with the limitations of the available resources, it has to prescribe for itself certain priorities. In a large country which is planning its overall development, the development of the community has to be integrated with the development of the country as a whole. Such integration will need that the overall priorities should be prescribed by the Government and the details worked out by the village community. The three main directions in which community development programme should work are : "First, increased employment and increased production by the application of scientific methods of agriculture, including horticulture, animal husbandry, fisheries, etc., and the establishment of subsidiary and cottage industries; secondly, self-help and self-reliance and the largest possible extension of the principle of cooperation ; and thirdly, the need for devoting a portion of the vast unutilised time and energy in the countryside for the benefit of the community."* For obvious reasons, economic develop-

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* Extract from the article "The National Extension Movement" by the Deputy Chairman, Planning Commission, in Kurukshetra— A symposium on Community Development in India (1952-55), P. 67.

ment has to take precedence over welfare activities. But in an active democratic State the latter cannot be completely neglected because of the demands of the former.

1. 8. We have examined this matter in some detail. Some of our detailed conclusions appear in the later Sections. Here we would point out that the tendency in the past years has been to stress the welfare activities more than the economic development activities. This is because the former are popular, easy of achievement and impress the casual observer ; the villager himself, often unable to understand even the meaning of terms Community Development and National Extension Service, as translated into his own language, gives a full measure of his admiration and gratitude for the people who have brought him these amenities. We would urge that the emphasis should shift without delay to the more demanding aspects of economic development. The priorities as between the different activities should be : supply of drinking water, improvement of agriculture and animal husbandry, cooperative activities, rural industry and health followed by all others. The allocation of priorities is, however, not intended to operate by way of absolute precedence, but to indicate a greater concentration on certain items of work and less on others without totally excluding the latter. An intensive programme of economic development will generate a demand for a programme of amenities. We are of the view that greater stress on the former, especially in the initial stages, will gradually lead to the latter.

Admittedly, one of the least successful aspects of the C.D. & N.E.S. work is its attempt to evoke popular initiative. We have found that few of the local bodies at a level higher than the village panchayat have shown any enthusiasm or interest in this work; and even the panchayats have not come into the field to any appreciable extent. An attempt has been made to harness local initiative through the formation of *ad hoc* bodies mostly with nominated personnel and invariably advisory in character. These bodies have so far given no indication of durable strength nor the leadership necessary to provide the motive force for continuing the improvement of economic and social condition in rural areas. So long as we do not discover or create a representative and democratic institution which will supply the "local interest, supervision and care necessary to ensure that expenditure of money upon local objects conforms with the needs and wishes of the locality,"* invest it with adequate power and assign to it appropriate finances, we will never be able to evoke local interest and excite local initiative in the field of development.

2.2. The proposals of the Planning Commission for the Second Five Year Plan, as accepted by the Parliament, stressed the need for creating within the district a well organised democratic structure of administration in which the village panchayats will be organically linked with popular organisations at a higher level. In such a structure the functions of the popular body would include the entire general administration and development of the area, other than such functions as law and order, administration of justice and certain functions pertaining to the revenue administration. We have now to examine whether the existing local bodies can take over and perform these functions and, if not, what new bodies should be created and with what jurisdiction, powers and resources.

2.3. The district boards might have served the purpose for which they were created, i. e. educating our people in self-government; but they have neither the tradition nor resources to take up this work. They have also been handicapped by having too large a charge to receive their detailed attention. The chairman and members of the district board are not in a position to give any considerable portion of their time to the affairs of such a vast area. The very size of its charge compels delegation of a very large area of authority and discretion to its own officers, so that the effect is to replace State officers drawn from larger cadres by officers

* Report of the Bengal Administrative Enquiry Committee (1944-45).

of limited experience in restricted fields. The tendency has been for the States to take over many of the functions of the district boards; even so, there is a sort of overlapping dyarchy prevailing in certain aspects of administration. For instance, in one State, rural medical assistance is the function both of the Government and the district boards; the district board dispensaries are poorly equipped, poorly staffed and almost ineffective. The maintenance of most of the roads has been taken over by the State Governments. Nor will it be easy, convenient or practicable to link the village panchayat directly to the district board. In many States a district consists literally of hundreds of village panchayats and even in those where the village panchayats are large in jurisdiction, their number is incoveniently large. Under these circumstances the link between the district board and its constituent village panchayats cannot be a live one.

2.4. Primary education in many States has been assigned to the jurisdiction of district school boards, which, again, are bodies with inelastic revenues collected by others, so that financially they are mainly dependent on the Government and, therefore, can display very little initiative. The block advisory committees are generally nominated and never invested with the powers of decision even though their recommendations are generally accepted. We have found that often they are unrepresentative of some important sections of the local public. The district planning committee is, perhaps, even less powerful. (A study of the existing rural self-governing bodies is given in Vol. II).

2.5. With this background, we have to consider whether the time has not arrived to replace all these bodies by a single representative and vigorous democratic institution to take charge of all aspects of development work in the rural areas. Such a body, if created, has to be statutory, elective, comprehensive in its duties and functions, equipped with necessary executive machinery and in possession of adequate resources. It must not be cramped by too much control by the Government or Government agencies. It must have the power to make mistakes and to learn by making mistakes, but it must also receive guidance which will help it to avoid making mistakes. In the ultimate analysis, it must be an instrument of expression of the local people's will in regard to the local development.

2.6. This body can function effectively only if it is the sole authority for all those development programmes which are of exclusive interest for the area. In such matters the State Government will cease to operate within the area and in special circumstances when it has to, it has to do so through the agency of this local body.

2.7. We do not consider this body necessary, merely because the

present arrangements are not democratic nor because we think that we should 'give democracy to intermediate levels'. It is not theory or dogma which is impelling us to make these recommendations but practical considerations. Democracy has to function through certain executive machinery but the democratic government operating over large areas through its executive machinery cannot adequately appreciate local needs and circumstances. It is, therefore, necessary that there should be a devolution of power and a decentralisation of machinery and that such power be exercised and such machinery controlled and directed by popular representatives of the local area.

2.8. It is not infrequently that delegation of power is mistaken for decentralisation. The former does not divest the Government of the ultimate responsibility for the actions of the authority to whom power is delegated; this authority is under the control of the Government and is in every way subordinate to it. Decentralisation, on the other hand, is a process whereby the Government divests itself completely of certain duties and responsibilities and devolves them on to some other authority. It is true that devolution of responsibility cannot be complete without a complete devolution of all the control over the necessary resources and admittedly such devolution cannot be completely feasible in any country. What we can work up to is to decentralise certain sources of income assured under statute and recommend that further resources should be made available by mutual agreement between the government and the local body. Delegation of powers is taking place to progressively lower levels of executive machinery. Decentralisation of responsibility and power, on the other hand, has not taken place below the State level in recent years. Such decentralisation has now become urgent and can be effected by a devolution of powers to a body which, when created, will have the entire charge of all development work within its jurisdiction. The term 'development work' covers agriculture, animal husbandry, cooperation, minor irri[illegible]on works, village industries, primary education, local communications, [illegible]can[illegible] health and medical relief, local amenities and similar subjects. If [illegible] is to function with any vigour, initiative and success, the G[illegible] will have to devolve upon it all of its own functions in these fi[illegible] the body's jurisdiction, reserving to itself the functions of gu[illegible]pervision and higher planning; and where necessary, providi[illegible]ance.

[illegible]rs have been expressed to us by many persons with whom we [illegible]ssed the scheme—officials as well as non-officials. These fears rev[illegible] two points; inefficiency and corruption. We have been told[illegible] do not deny, that such a devolution of powers and

responsibilities and the consequent decentralisation of the executive machinery may result in a fall in efficiency. Centralisation and even autocracy often appear more efficient than decentralisation and democracy. This may be true over short spans of time, but in the long run, we believe that democracy and decentralisation assert themselves and succeed better especially in the field of local development and local welfare. Rural development and rural welfare are possible only with local initiative and local discretion. If, therefore, there is a fall in efficiency, as a consequence of such devolution and decentralisation, such a fall will, we have not doubt, be temporary. The lack of efficiency of many of our present rural self-governing bodies has been due to too large a jurisdiction, too few powers and too scanty finances accompanied by an absence of close relationship with the village panchayats and of wise guidance by Government or by political parties. Nor have any efforts been made either by the Governments or by public or political organisations to impart any training in administrative matters to persons elected to such bodies. We hope that our recommendations will remedy these defects.

2.10. The case of corruption is more complex. Its causes are numerous: there is the 'ignorance of the people which drives them through the fear of the machinery to pay its minions; there is the dilution of responsibility through various stages of delegation of powers unassociated with local opinion; and there is the constant possibility of the emergence of privileged groups: power tends to concentrate in a few hands and remain there. All these, however, are not phenomena new to this country or unknown in democratically governed foreign countries. They can be eliminated only by constant and intelligent vigilance on the part of the citizens. This, in the circumstances of our country, is possible only if the electorate knows at least by name the persons in whose hands they have placed power.

2.11. The jurisdiction of the proposed local body shou'l be neither
so large as to defeat the very purpose for which it is created to avoid
as to militate against efficiency and economy. Obviousl ly ment of
panchayat is too small in area, population and financial reso nt opment.
out all these functions. Obviously too, the next higher b in e autho-
to function with and through the panchayats as far as pc sup
very reasons for which such a body will be created fi interest
alternatives which we have considered are that this institu operate
identical in extent with the N. E. S. Block, the tehsil or t Fe s to do
division (when this consists of more than one tehsil) or the scu
districts are at present too large in area and/or populatio und cause the
particularly in our circumstances, cannot be expected to we

interest in and to make a personal sacrifice for common institutions at the local government level, unless these are small enough for their comprehension and are near enough for their influence to be demonstrably apparent.

2.12. The block, on the other hand, offers an area large enough for functions which the village panchayat cannot perform and yet small enough to attract the interest and service of the residents. There is the further factor that some of the blocks are already functioning as the developmental units and have been equipped for this purpose with adequate personnel in different fields. It is true that there will have to be effective coordination at a higher level, perhaps the district level (the machinery for which we will discuss later); but we are of the view that the most efficient and useful arrangement in this regard is to have an elected self-governing institution whose jurisdiction would be co-extensive with a development block. Elsewhere in this report we have recommended that generally a block should not have more than 20 circles, each of which should cover a population normally not exceeding 4,000. Variations would naturally arise with the density of population, the nature of terrain, the system of communications, etc. Even within the same region blocks may differ in size and population. It is not unlikely that often the block can by slight adjustment be made to coincide with one of the existing administrative units like tehsil, taluka or thana, the primary consideration being that the block does not become unwieldy either in size or in population.

2.13. We have considered other alternatives such as boards at the tehsil level and sub-division level. The intention, however, is to devolve power and responsibility on to a local body for the purpose of carrying out developmental activities in rural areas for which purpose the block has been specially brought into being. The block advisory committee will be replaced by a statutorily powerful instrument of the local people's will, which can ensur saination that the expenditure of resources upon local works con-
If this bo hes and the needs of the locality. Nor will this involve
Governme e overheads, as is feared by many, because the existing
fields with hinery would continue to operate but under the control
guidance, rity; higher technical advice will be available from the
ding extra sition now. Some have expressed the fear that a block
ble to find competent persons in adequate numbers to
2.9. an and members of this block authority. We do not
we have di he country has found competent persons to take charge
revolve ro er levels; the needs and circumstances of the block
told, and scover adequate personnel within its area.

2.14. The Taxation Enquiry Commission have observvd that in most of the States a village panchayat, within its own jurisdiction, overlaps higher bodies functionally as well as financially. They have suggested that the functions, finances and taxation powers of the higher body should be coordinated with those of the village panchayat, whose growth and efficiency it will be one of the functions of this higher body to safeguard.

2.15. We feel that this would be secured by prescribing that this body which we tentatively propose to refer to as the panchayat samiti should be constituted by indirect elections from the village panchayats. The panchayats within the block area can be grouped together in convenient units, which can be Gram Sewaks' circles, and the panches of all the panchayats in each of these units shall elect from amongst themselves a person or persons to be a member or members of the panchayat samiti. We consider that such elected representatives should be about 20 in number in each panchayat samiti. These elected representatives will co-opt two women who are interested in work among women and children. Where the population of Scheduled Castes exceeds 5 per cent of the total population of the panchayat samiti area, one person belonging to a Scheduled Caste shall be co-opted; and similarly, one member of a Scheduled Tribe. In Scheduled Areas suitable safeguards should be provided to ensure that the tribal population is adequately represented. Where members of these groups have already been elected to the panchayat samiti in prescribed numbers, no co-option will be required. In addition, the panchayat samiti may co-opt two locally resident persons, whose experience in administration, public life or rural development would be of benefit to the samiti.

2.16. We have noticed that most of the smaller municipalities, especially those with populations of less than 10,000, are substantially rural in character. Their municipal constitution, however, deprives them of that administrative contact with the surrounding rural areas which we consider essential for the development of both. We, therefore, recommend that each of such municipalities which lie as enclaves within the jurisdiction of a block should be entitled to elect from amongst its own members one person as a member of the panchayat samiti. We would also suggest that, wherever possible, State Governments may convert such predominently rural municipalities into panchayats.

2.17. It has been urged in many quarters that where the extent and importance of the local cooperative organisations justify, a number of seats equal to 10 per cent of the number of elected seats be filled by representatives of directors of the cooperatives functioning within the block. This can be done either by co-option or by election by the directors of all these cooperatives. We commend this suggestion. No

other interest will be represented on the panchayat samiti, either ex-officio or by special provision for election, nomination or co-option.

2.18. We suggest that, wherever possible, it should be arranged that the panchayat samiti should have a life of 5 years and should come into being sometime in the third year of the Five Year Plan period. The samiti, once elected, will be able to see to the execution of the second-half of the Five Year Plan drawn up by its predecessor, draw up its own plan for the next period and shoulder the responsibility of seeing it through the first-half of the period. This would be in the interest of wise planning and efficient execution of the Plan.

2.19. The urgency for decentralisation is the greatest in the field of development and it is here that we consider that the panchayat samiti should begin to operate with the least possible delay. Its function* should cover the development of agriculture in all its aspects, including the selection of the seed, its procurement and distribution, the improvement of agricultural practices, provision of local agricultural finance with the assistance of the Government and of the cooperative banks, minor irrigation works, the improvement of cattle, sheep, goats and poultry, the promotion of local industries, the supply of drinking water, public health and sanitation, medical relief, relief of distress caused by floods, earthquakes, scarcity, etc., arrangements in connection with local pilgrimages and festivals, construction and repair of roads which are of local importance (other than village panchayat roads), management and administrative control of primary schools, the fixation of wages under the Minimum Wages Act for non-industrial labour, the welfare of backward classes and the collection and maintenance of statistics. In those States where district boards or janapada sabhas have undertaken the management of high schools these can be transferred to the panchayat samiti concerned. In addition, it will act as the agent of the State Government in executing any special schemes of development or other activities in which the State Government might like to delegate its powers to this local authority. We would strongly urge that, except where the panchayat samiti is not in a position to function in any particular matter, the State Government should not undertake any of these or other development functions in the block area.

2.20. We do not refuse to contemplate the possibility of charging this body with certain other functions, such as the maintenance and development of small forests, the responsibility for the maintenance of watch and ward establishment, excise and such other items. We feel,

* For detailed distribution of functions between the village panchayats and panchayat samitis, please see Appendix,..6,

however, that the immediate objective is to ensure that the development of the countryside is carried out as rapidly and efficiently as possible and through democratic processes. Only after the Governments are satisfied that these bodies are functioning as efficient democratic institutions, should they consider the transference to them of some or all of these extra duties and responsibilities together with the appropriate financial resources.

2.21. As we have already observed, one of the most important reasons for the comparative lack of success of our non-urban local self-governing bodies is their exceedingly limited and inelastic resources. As we contemplate that almost the entire development work of rural areas will be the charge of the panchayat samiti, we recommend that the following sources of income be assigned to them:

(a) A statutorily prescribed percentage of land revenue collected within the block area in the anti-penultimate year; where this arrangement is likely to cause a very substantial disparity in the incomes of the panchayat samitis, the alternative is to divide equally between all of them a portion of the State's land revenue; we suggest that in either of these cases the land revenue assigned to the panchayat samiti and the village panchayat should not be less than 40% of the State's net land revenue;

(b) Such cess on land revenue, water rate for certain minor irrigation work, etc., as is leviable under the various Acts but excluding special cesses like sugarcane cess; we suggest that a minimum rate of cess should be prescribed by statute but the panchayat samiti should be encouraged to recommend the levying of a cess at a higher rate, so that this could be considered a local taxation measure;

(c) Tax on professions, trades, callings and employment; we would recommend that this should be levied not by the village panchayat nor by the small municipality but by the panchayat samiti itself;

(d) Surcharge on duty on the transfer of immovable property;

(e) Rents and profits accruing from property, e.g., ferries, fisheries, etc., within its jurisdiction, where these ferries lie across roads constructed and maintained by panchayat samitis;

(f) The net proceeds of tolls and leases on roads and bridges, etc., in the panchayat samitis;

(g) Pilgrim tax;

(h) Tax on entertainments, including amusements;

(i) Primary education cess;

(j) Proceeds from periodical fairs and markets, bazars, *hats* and shandies other than those held more frequently than once a month whether located on private land or otherwise;

(k) A share of the motor vehicles tax;

(l) Voluntary public contributions;

(m) Grants made by Government.

In the case of some of these taxes it will be necessary to prescribe a compulsory minimum rate. To make the panchayat samitis demonstrably useful to the village community and to ensure their continued success, it is necessary that the State Governments should give them adequate grants-in-aid; some of these grants will be unconditional, others earmarked for certain purposes but without further conditions, some others earmarked for certain purposes but on a matching basis. The result will be that each panchayat samiti will have an assured income of a certain size and will attract grants-in-aid from Government by producing its own fresh resources. In making these grants the State Government will, no doubt, take into account the special economic backwardness of certain areas and give them appropriately larger grants. (A study of the local bodies in U. K., U. S. A., Sweden and Yugoslavia especially indicating the extent of their financial dependence upon the State Government will be found in Vol. II.)

2.22. At present State Governments spend money on rural development mainly through their own machinery and small amounts through village panchayats; but public funds are also spent in another manner, i. e. by direct assistance to what are known as non-official bodies which are all non-statutory. Certain central organisations which spend public funds on specified aspects of rural development, function either through their own branch organisation or through these non-official bodies. We recommend that all Central and State funds spent in a block area should invariably be assigned to the panchayat samiti to be spent by it directly or indirectly, except to an institution, assistance to which is either beyond the panchayat samiti's functions or its financial resources.

2.23. The panchayat samiti will have two sets of officers, i. e. those at the block level and those at the village level. The former will include the chief officer or the executive officer and various technical officers in charge of agriculture, roads and buildings, irrigation, public health, veterinary, cooperation, social education, primary education etc; the chief officer will be statutorily vested with administrative powers subject, of

course, to necessary checks. These powers will be somewhat similar to those of the chief executive officer or commissioner of a municipality. We would here quote and emphasise the recommendation of the Committee of Local Bodies which was made at the 1954 Conference of the Local Self-Government Ministers:

> "For improving the standards of administration in local bodies there is a very good case for separating as far as possible, their purely executive functions from their deliberative or policy making functions. The latter category of functions should appropriately be the sphere of the elected wing of the local bodies. Once policies and decisions have been adopted, however, their implementation and execution should be left to the principal executive officer who must be made primarily and directly responsible for this part of the work. As a necessary corollary to this principle, the more important executive posts in the local bodies should be centralised on a Statewise basis and should be made transferable."

2.24. All of these officers will be drawn from the corresponding State cadres and will be lent to the panchayat samiti by the State Government, which will meet the cost of their pay, dearness allowance and pension and leave contributions; the panchayat samiti will meet the expenditure on the current allowances, like travelling allowance, which will be at rates prescribed by the State Government. These officers will be transferable by the State Government or by the heads of departments according to the current practice. The village level employees like the Gram Sewak, the primary school teacher, etc., will be recruited by the zila parishad who will assign them to the various panchayat samitis, the terms of their service being prescribed by the State Government. They will be under the administrative and operational control of the chief or executive officer. A possible arrangement regarding the disciplinary control of the staff of the panchayat samiti is given in Appendix 7.

2.25. The panchayat samiti will need guidance in technical as well as administrative matters; but this guidance should, under no circumstances, result in excessive regulation or control; nor should such guidance or advice be considered as interference. With this object we suggest that the technical officers of the panchayat samiti should be under the technical control of the corresponding district level officers but under the administrative and operational control of the chief administrative officer. The annual budget of the samiti will, in our opinion, have to be approved by a higher and more experienced body on which Government also will have to be represented. At the same time we do not believe that a local self-

governing body can display any initiative and vigour, if its budget has to be scrutinised and approved in all details by a Government functioning from a long distance or its officers in the district. We, therefore, suggest that the budget of the samiti will have to be approved by the zila parishad.

2.26. A certain amount of control will inevitably have to be retained by the Government, e. g. the power of superseding a panchayat samiti in public interest. It may also be necessary that the Collector should be vested with certain powers to suspend a resolution of a panchayat samiti when he apprehends a breach of the peace or where the action proposed to be taken by the panchayat samiti is *ultra vires* of the Constitution or contrary to the law of the land.

The panchayat samiti will have an elected chairman. But during the first two years after its creation the panchayat samiti may have the sub-divisional officer, prant officer or revenue divisional officer as the chairman. This suggestion is made merely to ensure that the administrative machinery of the block is assembled and set in motion by a person with administrative experience.

2.27. Together with the establishment of the panchayat samiti, we consider it necessary to prescribe its relations with the village panchayat and to redefine the functions and resources of the latter. Apart from the organic link between the village panchayat and the panchayat samiti, it is necessary that a similar connection should exist between the Gram Sewak and the village panchayat. This can be secured by making him the development secretary of the Gram Panchayat, or, if there are more Panchayats than one, of a committee of the village panchayats within the jurisdiction of each Gram Sewak. This committee, composed of the sarpanches and upsarpanches of each of the village panchayats, should coordinate the budgets and formulate and execute the plans of all the village panchayats in the circle. Of this circle committee the Gram Sewak should be the development secretary. He will thus ensure that his own activities and the programmes of the various village panchayats are in complete consonance.

2.28. In regard to the constitution of the panchayat, we suggest that this should be purely on an elective basis, but that there may be a provision for the cooption of two women members and one member each from the Scheduled Castes and Scheduled Tribes in conditions similar to those prescribed for the panchayat samiti. We do not consider that members of any other special group need any special representation either by election or cooption.

2.29. These panchayats will have as their main resources:

(a) Property or house tax as is considered locally suitable;

(b) Tax on daily, bi-weekly or weekly markets, bazars, *hats* or shandies, whether located on private land or otherwise;

(c) Tax on carriages, carts, bicycles, rickshaws, boats and pack animals;

(d) Octroi or terminal tax;

(e) Conservancy tax;

(f) Water rate;

(g) Lighting rate;

(h) Income from cattle-pounds;

(i) Fees to be charged for registration of animals sold within the local area, for the use of Sarais, slaughter house, etc.;

(j) Grants from the panchayat samiti on lines similar to those suggested for grants from Government to panchayat samitis.

In the case of some of these taxes it will be necessary to prescribe a compulsory minimum rate.

2.30. As far as possible, the village panchayat should be used as the agency for the collection of land revenue; this arrangement has been tried and found successful in some States. It may be necessary to grade the panchayats on the basis of their performance in the administrative and developmental field. For instance, the rates at which it is imposing taxation, the success with which it collects its taxes and the extent to which it displays active interest in developmental activities would be the criteria on which such grading is based. Only those village panchayats which satisfy a certain basic minimum of efficiency will be invested with the power of collecting land revenue. In all cases, however, such power will be restricted to amicable collection as distinct from the collection through processes of law. One of its main advantages is that the panchayat's other income is supplemented by the commission for collecton. In addition, we recommend that the village panchayat should be entitled to receive from the panchayat samiti a statutorily prescribed share of the net land revenue assigned to the latter as per our recommendation in paragraph 2.21 (a). We suggest that such share may go upto three-quarters.

2.31. The resources of the village panchayats are necessarily inelastic and every effort should be made to assist them to add to them. We have noticed that, in certain States, villagers have to pay for their watch and ward. This arrangement differs not merely from what prevails in other States but also from the obligation of urban citizens in the same

State. As long ago as 1881, urban municipal bodies and, therefore, the urban citizens were relieved of the responsibility for local watch and ward; the municipalities were then instructed that the resources till then used on expenditure for watch and ward should thereafter be diverted towards the extension of educational facilities. We, therefore, suggest that the local resources which the village panchayats now raise and spend on the maintenance of watch and ward staff should, in future, be used for development purposes.

2.32. We have noticed, as have many others, that the collection of panchayat taxes is generally not satisfactory. Arrears accumulate until they are merely written off; and it is not always that the assessee fails to pay because of his inability to do so. We, therefore, suggest that legislation should provide that a person who has not paid his taxes in the penultimate year should be debarred from exercising his franchise in the next panchayat election and that a panchayat member should automatically cease to be such, if his tax is in arrears for more than six months.

2.33. The budget of the village panchayat will be subject to scrutiny and approval of the panchayat samiti; and the panchayat samiti will provide such guidance to the village panchayat in all its activities as the latter may need. The chief officer of the panchayat samiti will exercise the same powers in regard to the village panchayat as the Collector and District Magistrate will exerise in regard to the panchayat samiti. On the other hand, no village panchayat should, be superceded except by the State Government, who will, however, do so only on the recommendation of the zila parishad.

2.34. We find that statutes in different States have imposed different duties on the panchayats; the Saurashtra Law entrusts them with 182 specific duties, while the Bombay Act gives a list of 16 compulsory and 21 discretionary functions. The Taxation Enquiry Commission[1] was of the opinion that it would be wise to assign to the panchayat a few well-chosen and clearly defined duties and that these should be coordinated with similar functions assigned to higher local bodies; on the other hand, the Local Self-Government Ministers' Conference 1954[2] held the contrary view.

As we contemplate that the village panchayat will receive substantial grants from the panchayat samiti and that its budget should be approved by the latter, it would be a workable arrangement to prescribe a smaller number of compulsory functions and permit the panchayat to undertake any other developmental work with the approval of the pan-

1. Report—Vol. III p. 355.
2. Report—p. 20.

chayat samiti—such approval being automatic with the approval of the budget. We, therefore, recommend that the compulsory duties of the village panchayat should be: (i) provision of water supply for domestic use, (ii) sanitation, (iii) maintenance of public streets, drains, tanks etc., (iv) lighting of the village streets, (v) land management, (vi) maintenance of records relating to cattle, (vii) relief of distress, (viii) maintenance of panchayat roads, culverts, bridges, drains, etc., (ix) supervision of primary schools, (x) welfare of backward classes and (xi) collection and maintenance of statistics; in addition, it will act as the agent of the panchayat samiti in executing any schemes of development or other activities: some of the subjects find a place in the duties assigned to the panchayat samiti, but the provision that the village panchayat budget has to be approved by the panchayat samiti will guard against any duplication.

2.35. The constitution of the panchayat samiti and the arrangements mentioned above should ensure the maximum amount of cooperation and coordination between the village panchayats and the panchayat samitis.

2.36. One of the banes of democratic village administration in some areas has been the intensification of factions and feuds, often also of separatism arising out of caste distinctions. The system of electoral contests at village level has often added to these. The committee to report on the problems of reorganisation appointed by the Planning Commission's Panel on Land Reforms considered this particular problem and observed that "Efforts should be made to ensure that elections to the village panchayat are made, as far as possible, by the general consent of the people and the bitterness and hostility created by election campaigns is avoided. The membership of the village panchayat should be regarded as an opportunity for service to the people which should be undertaken by the best men in the village rather than as a means of obtaining power and prestige. At the same time, it is necessary to bear in mind the dangers which are inherent in unanimity arrived at under pressure. Such unanimity may actually, over a period, develop below the ground conflicts which could have worse effects than the usually passing conflicts in an open election." But we are genuinely concerned about this aspect of village public life and apprehend that unless a suitable and effective solution is found, it will spell ruin to all schemes for community development. What is required is a complete freedom to exercise the right of adult franchise without the possibility of creating tensions which aggravate village feuds and caste differences. We are not able to suggest any arrangement which could secure this. The (former) State of Saurashtra created an organisation known as the 'Madhyastha Mandal' for the purpose of ensuring that, as

far as possible, elections to the village panchayats were unanimously held so that they do not leave a trail of bitterness, animosity and feuds. While it will not be possible to adopt this arrangement in all circumstances, a study of it may lead State Governments to a satisfactory democratic solution of this problem.

2.37. Though we are primarily concerned with organisations for rural development, we would like to make a reference to the judicial powers of the panchayats. In many States village panchayats are invested with certain judicial powers, both criminal and civil. There is, however, a feeling that they cannot exercise them freely within the limited area under their jurisdiction, without inviting the wrath of the party which loses the civil suit or the criminal case. We would, therefore, recommend that judicial panchayats may have a much larger jurisdiction than even a Gram Sewak's circle; possibly, two or three such circles. The village panchayats concerned may suggest panels of names and, from out of these panels, the sub-divisional magistrate or the district magistrate may select persons who will form the judicial panchayat.

2.38. We have already indicated the reasons why in the matter of developmental activities village panchayats and the panchayat samitis should be the main local bodies. Having assigned to them functions in various fields, we feel that there is very little left for any higher administrative executive body other than the Government. The district board, the district school board and the janapada sabha become superfluous, as local interest, supervision and care, necessary to ensure that the expenditure of money upon local objects conforms with the w-shes and needs of the locality, are provided by the panchayat samiti, which we consider a body of size adequate in population and area. The functions which these bodies are at present performing will, in our opinion, be performed with greater efficiency by the panchayat samiti. To ensure the necessary coordination between the panchayat samitis, we suggest a zila parishad of which the members will be the presidents of the panchayat samitis, all members of the State Legislature and of the Parliament representing a part or whole of a district whose constituencies lie within the district and district level officers of the medical, public health, agriculture, veterinary, public health engineering, education, backward classes welfare, public works and other development departments. The Collector will be the chairman of this parishad and one of his officers will be the secretary.

2.39. Some of the functions of the parishad have already been indicated; for instance, it will examine and approve the budgets of the panchayat samitis. Where funds are allotted by the Government for the district as a whole, their distribution between the various blocks will be made by the

parishad; it will coordinate and consolidate the block plans, annual as well as quinquennial; where grants for special purposes are needed or demanded by panchayat samitis, these also will be consolidated and forwarded to the Government by the parishad. It will also generally supervise the activities of the panchayat samiti. It will also replace the present District Planning Committees.

2.40. It may be necessary to have standing committees of the zila parishad to ensure rapid disposal of work. In particular, a standing committee for finance, consisting of the chairman and two non official members, and another for service matters, consisting of the chairman, a non-official member and the district level officer of the department concerned with any particular case, would be not merely useful but necessary. Also considerable delegation of powers will be necessary in the matter of approving the budgets of the panchayat samiti, so that where there is no reason to suggest modifications, the approval can be rapidly conveyed.

2.41. We do not contemplate that this parishad will have executive functions; that way lies danger to the initiative and, therefore the effectiveness of the panchayat samitis in their early years. Nor do we consider that the district level officers on the panchayat samitis should be members of the parishad without the power to vote; that would be the surest insurance for indifference. The time is long past when we could think of the officers' interest in rural development as something different from or contrary to that of the non-officials.

2.42. It has been suggested that these indirect elections may lead to party politics of a bitter nature percolating from the district headquarters to the panchayat samiti and through them to the village panchayat causing bitter electoral contests and ruining the peace of the villages so essential for a cooperative effort towards community development. We are not impressed by this argument. Nor do we see how direct elections, either to the panchayat samiti or to the zila parishad, can guard against the danger of active politics withering the chances of community development.

2.43. The creation of the panchayat samiti and the zila parishad and the devolution upon them of the responsibility of supervising, guiding and assisting the village panchayat and the panchayat samiti, respectively, obviate the need for continuing the maintenance of a seperate directorate of panchayats with its own departmental officers for control and inspection. Whatever supervision, guidance and assistance are necessary, will be provided by higher bodies in the constitution of which the lower bodies will have a dominant voice. And only the zila parishad will, in all matters

deal directly with the Government or Commissioner or Divisional Officer where such functionaries exist.

2.44. It is possible on the basis of the experience of the working of this panchayat samiti that we may decide to decentralise the administration further; possibly, it may be necessary to alter the composition, scope and powers of the zila parishad. Again, there is little doubt that after a few years the powers vested in the Collector and District Magistrate may fall into desuetude and may be statutorily withdrawn.

2.45. It is also possible that some of the State Governments may find it useful to devolve upon the zila parishads in a progressively larger measure the powers now exercised by them directly through their district level officers. In such a case the zila parishad will have to be a purely elective body with, perhaps, a few coopted members. These phases are difficult to forecast and, therefore, a blueprint of developments in the direction of further decentralisation would be difficult and profitless to attempt.

2.46. In the ultimate analysis, the establishment of the panchayat samitis with a wide devolution of powers by the State Government has to be an act of faith—faith in democracy. But, as we have mentioned, some of the persons whom we examined, both officials and non-officials, have expressed doubts about the success of what they have called 'an experiment in democratisation'. These doubts, if shared by the State Governments, may, at best, justify a phasing of the process of the creation of the panchayat samitis. If a State Government is inclined to such a view, we would recommend that they should take a district as a whole and extend the Act to all parts of it at the same time; it is only when the three tiers of our scheme, viz., the village panchayat, the panchayat samiti and the zila parishad, operate simultaneously, will we get the maximum out of it.

2.47. In para 2.9 of this Section we have observed that no efforts so far have been made either by the Governments or by public or political organisations to impart any training in administrative matters to persons elected to local bodies. Such training is essential if we are to make out local bodies effective and useful. Rural administration (especially its developmental aspect) is an increasingly complex process and its machinery is also growing more complex. We have suggested various schemes for integration of the different parts of such machinery but, even so, it will continue to be complicated. It has to be handled with care, and that care can come either from a certain volume of initial knowledge or from knowledge born out of a series of mistakes. To provide the former and avoid the latter, it is necessary that the persons elected to or aspiring to be elected to such bodies should be equipped with a certain minimum of knowledge of

this machinery. Organisation of 'summer schools' for this purpose will have to be seriously considered both by the State Governments and by responsible non-official organisations like State associations of panchayat samitis.

2.48. These recommendations give an overall picture of the machinery which we consider essential for democratic decentralisation, which alone can lead to effective rural development. Some of the State Governments have, however, expressed the view that in the circumstances obtaining in their States they consider it advisable and convenient to devolve power on to a local body whose jurisdiction is as large as a district. While we are convinced that devolution of power to a smaller body would be the most effective method of democratic decentralisation, we do not refuse to visualise similar devolution to a district body, instead. Such a district body will have to be fully empowered by statute, to carry out all developmental activities in the district in the same manner as we have recommended for the panchayat samiti, though on correspondingly a larger scale. The appropriate funds and powers of taxation, on the lines suggested by us in para 2.21 for the panchayat samiti, should be available to this district body; as also the requisite field staff and the supervisory staff at district headquarters. In the blocks selected for intensive development work under the C. D. programme, a panchayat samiti will have to be constituted on the lines similar to what we have proposed in paragraph 2.15. This samiti will carry out the community development programme; we recommend that they will also carry out (as agents of the district body) all other developmental activities proposed for that area by the district body. All funds—the district funds as well as funds for intensive development will, in the first instance, be at the disposal of the district body which will transfer them to the panchayat samitis concerned in the community development areas. All activities, which can be performed by the panchayat samiti, should normally be assigned to it. Only in areas where there is no community development programme sanctioned may the district body operate directly. The district body will generally concern itself with inter-block and district level activities and institutions. The district body, which we have referred to above, will inevitably have to be constituted on a purely elective basis. We suggest that members of the village panchayats, within each panchayat samiti area in the district, should, from amongst themselves, elect a prescribed number of persons and these should form the district body; care will, of course, be taken to ensure that this body is not too large to be effective as an instrument for rural development. Similar arrangements could also be worked out if it is found feasible or convenient or desirable to devolve power to a body which will have a sub-division of the district for its jurisdiction.

2.49. Development cannot progress without responsibility and power. Community development can be real only when the community understands its problems, realises its responsibilities, exercises the necessary powers through its chosen representatives and maintains a constant and intelligent vigilance on local administration. With this objective, we recommend an early establishment of statutory elective local bodies and devolution to them of the necessary resources, power and authority.

Section 3 METHODS OF WORK: PROGRAMME PLANNING

During our visits to various blocks we repeatedly heard complaints that the fixation of targets had been arbitrary and unrealistic. In most cases, we found these targets had been prescribed by the district level or the block level officers without consulting the local representatives of the people. We can hardly over-emphasise people's role in planning and executing the community development programme. The broad objectives, the general pattern and the measure of financial, technical and supervisory assistance available have got to be worked out by the States; but it is for the people's representatives assisted by the development staff to work out and execute the details of the plan. The fixation of targets should, therefore, be the joint responsibility of the state on the one hand and the local representative institutions on the other. The responsibility has to be clearly defined but firmly interlinked.

3.2. Schematic budgets for community development imply allocation of priorities and, therefore, the consequent variation in the emphasis and in the allocation of resources to different regions and different blocks. One uniform and inflexible budget for the entire country is, obviously, unsuitable and unrealistic. Even within a state it may be necessary to have perhaps more than one such schematic budget. It would, therefore, be useful if the schematic budget is drawn up by each state in consultation with the Centre; and the Central Ministries would be able to assist each State with the information and knowledge of what is being done in other states. The broad distribution of the budget provision into cost of establishment, contingencies (recurring and non-recurring), grants-in-aid and loans should be prescribed by the Centre and within this pattern the State should work out its own schematic budget. At the district level and the block level, the local representative organisations, advisory at present and statutory in future, should work out the details of the local priorities and phasing within the framework thus prescribed. That the over-all targets, prescribed after mutual consultations at different levels, should be achieved, that the provision for loans should not be converted into grants-in-aid or other outright expenditure, that the provisions for grants-in-aid should not be converted into loans and that re-allocation and re-appropriation should be subject to the approval by the next higher body, would be both the guiding principles and the main restrictions on the discretion of such local organisations.

3.3. Apart from the special allotment under the community develop-

ment programme, there may be other schemes sponsored by different departments and financed either wholly from out of state funds or partly out of state funds and partly from local contributions or out of loans provided by the Government or lastly, solely out of funds of local bodies. All these should be integrated, together with corresponding allotments, at the appropriate level not only because the schemes are interrelated and cannot be considered in isolation but also because they affect and depend upon the participation by the same group of people. The plan-frame for the general development of the state should thus be broken down to the district and block level and integrated with the plan for community development. It would further be advisable if the panchayat samiti or the block advisory committee arranges for the break-up of this integrated plan into smaller units, Gram Sewak's circle, villages and lower down to families. We realise that so far this last break-up has been attempted in only a few areas and even there with little success. But, we feel that it is not, therefore, a necessarily unrealistic proposal. With the reduction of the size of the Gram Sewak's circle and the devolution of power to democratic bodies, this should be possible. As a corollary to the territorial break down of the programmes, the financial resources for grants and loans should also be similarly broken down and intimated to various local authorities. With the integrated plan emerging as a result of this procedure, it should be possible to build up a complete picture of the intergrated plan for the entire state.

3.4. This process of plan making and its annual revision should begin in September and end in February. The official estimate of the following year's financial resources should be available by September and the plan finalised by the following March. We are aware that this may not be always easy. The resources available from the Centre for various activities in rural areas are only a part of the total resources available for all development; and these resources are dependent on many factors operating within and outside the country, introducing a very large amount of uncertainty. Even so, every effort should be made to communicate in time as correct an estimate of the resources available as is possible; without such information planning from below becomes illusory and often leads to disappointment and loss of faith in the very process of planning.

3.5. A serious cause for dislocation of work and consequent wastage is the delay in the issue of financial sanctions. In states which receive the south-west monsoon these sanctions, especially for new works, reach the persons in charge of its execution well after the commencement of monsoon, thereby holding up field work in the dry summer months; even in the areas which receive north-east monsoon, these months are similarly wasted.

Various possibilities have been suggested to us, for instance, that the budgetary year should commence on the 1st October instead of 1st April; that the work on the continuing schemes should under no circumstances be held up merely because financial sanctions have not been received; that all sanctions should be communicated within a week of the passing of the budget by the Legislature. Some of these ideas have been examined before and pronounced to be feasible. We would stress, however, the importance of the matter and recommend an immediate re-examination of the problem which appears to be one of the important factors which slow down the speed and progress of work in rural areas.

3.6. No realistic planning is possible without an indication of the areas of the unit for planning and the demarcation of the area into such units. It is obvious that the first step to be taken for this purpose is to demarcate all the blocks and prescribe the sequence and year of introduction of the community development programme in each of them. We appreciate that the latter is to some extent bound up with political considerations, but we would like it to be dissociated from them. Which block should be taken up first for working out the community development programme and which later should be a matter of administrative convenience rather than political considerations.

3.7. At present, the community development programme falls into three phases commonly described as the N.E.S. stage, the intensive development stage and the post-intensive development stage. We do not consider this division necessary, useful or convenient. The N.E.S. is basically a staffing pattern for extension services. The assumption that after a few years this staffing pattern takes a block to a stage where intensive development is possible and later on to another stage when the intensity of development can be relaxed, does not seem to be justified. As a matter of fact, we found that the 'post-intensive development' blocks presented a picture of inactivity and frustration. Community development is a continuing programme which needs active planning and provision of funds. The present system under which heavy amounts are available over a short period, preceded and followed by periods of inadequate resources, leads to two-fold waste and frustration on account of the non-availability of resources during the pre-intensive and post-intensive stages and availability of easy money in the intensive stage with a hurry to spend it before the close of the period.

3.8. We have discussed this matter with the representatives of the State Governments and of the Community Development Ministry and on the basis of these discussions as also our own observations have come to

the conclusion that the best arrangement will be to abolish the distinction between these stages. The community development programme should move in phases of six years and the unspent funds of each year should be allowed to be carried forward to the following year within certain limits.

3.9. In 1952-53 series of community projects, the provision per block was Rs. 22 lakhs for a period of three years. This was reduced to Rs. 15 lakhs for the 1953-54 series. The present provision for the N. E. S. stage of three years is Rs. 4 lakhs and for the community development stage is Rs. 8 lakhs, making up a total of Rs. 12 lakhs for six years. In other words, the annual expenditure per block was reduced first from Rs. 7.3 lakhs to Rs. 5 lakhs and now to Rs. 2 lakhs. On the other hand, the necessity for seed farms, intensive demonstrations, increased extension staff for soil conservation, the increase in the pay-scale of technical officers, need for provision of leave and training reserves, etc., have not been taken into consideration. Technical assistance provided in the agricultural sector is admittedly inadequate with one extension officer for about 100 villages. Also, the assumption that 25 per cent of the staff was already in position before the blocks were opened has been reported to be incorrect. We feel that the reduction of allotment from Rs. 15 lakhs to Rs.12 lakhs has been unfortunate and the time has come for raising the allotment back to that figure.

3.10. The first period of six years should be followed by a second period of six years where the funds available for expenditure should be Rs. 5.5 lakhs. On the basis of the present schematic budget the allotment should be somewhat on the pattern indicated in Annexure VI to the note on the financial implications of some of the Team's recommendations in part II of this Volume.

3.11. This schematic budget provides the same staff as during the first stage of six years except institutional staff of the animal husbandry and medical departments, which at the end of the first phase become the responsibility of the departments concerned. Similarly, staff for rural industries will be the responsibility of the state departments of industries (no doubt assisted by the Centre). The short term loans provision would continue year after year and, if possible, increase in volume. We must add here that in this schematic budget we are not taking into account either the financial implications of our proposal regarding work amongst women and children or of the proposal for increasing the number of Gram Sewaks and pooling the staff of various departments at the village level.

3.12. We realise that all these recommendations will eat into the total provision for community development in the Second Five Year Plan

and we, therefore, recommend that the decision that the entire country should be covered with intensive development blocks, N. E. S. blocks or post-intensive blocks within the Second Five Year Plan period, should be revised. It has been pointed out to us by many of the States that this is also necessary because of shortage of technical staff. We have noticed, too, that the supervisory staff is not in a position to exercise close supervision even over the existing blocks; such supervision is essential, especially in the earlier stages. For all these reasons, the attempt to cover the entire country with these development blocks within the plan period is unwise. We recommend that the period should be extended by at least three years. This will no doubt create a certain amount of disappointment in some areas but we have to bear in mind that community development is not achieved by a mere increase of the number of blocks; the increased number should be accompanied by effective work and this is conditioned by various factors which have to be explained to the people.

Section 4 COORDINATION AT THE CENTRE AND BETWEEN THE CENTRE AND THE STATES

We have been asked to examine the execution of the rural development programme with special reference to coordination between the Central Ministries and the State Governments and similarly between the Central Ministries themselves. The question of this coordination came up repeatedly during the discussions which we held with the different Governments.

4.2. Agriculture, animal husbandry, cooperation, public health, primary and secondary education, village, cottage and small-scale industries, are all matters which, apart from the constitutional provisions, should be the exclusive concern of the State Governments. The activities of the Central Government should be confined to assisting the State Governments with such finances as may be available, coordinating research at the highest level, advanced training, organisation and control of such inter-State institutions as the States themselves cannot establish. Wherever necessary, the Central Government should also function as a clearing house for information collected from different States and from abroad and for evolving, in consulation with the States, a common national policy consonant with the various five year plans. Even where the Central Government desire to introduce any new scheme on a country wide basis, it would be correct, appropriate and wise to advise the States only on the broad outlines of the scheme and allow them to work it out with such modifications as may be required by local circumstances.

4.3. Some of the Central Ministries operate their own schemes in State areas even in fields which the Constitution has left entirely to the States. But it is not the constitutional niceties which impel us to recommend a revision of this arrangement; rather the over-lapping, the lack of coordination and the wastage which it leads to. Even in the field of research there seems to be very little coordination between what the State Governments do and what the Central Ministries also simultaneousiy attempt. It is essential that such research schemes should not merely be appropriately coordinated but should be mainly worked out by the States leaving to the Central Ministries the role of helpful adviser.

4.4. In those fields of activity which the Constitution has assigned exclusively to the State, the Central Government should not merely not operate directly but should not concern itself with details of a purely local nature; that in fields where the States and the Centre can exercise

concurrent jurisdiction it is advisable, in the interest of both economy and efficiency, that the State Government should function alone, either in its own right or as the agent of the Centre; and that even in the latter case, it should be left wide discretion in regard to the administrative details.

4.5. It cannot be ignored that over-all planning has to be for the country as a whole, and, in the execution of the plan, the constitutionally assigned functions and jurisdictions may, in actual day-to-day work, need adjustments by mutual consent. Such adjustments have been, are being and will continue to be made according to circumstances; but we are of the opinion that the current practices are not satisfactory nor conducive to rapid, efficient and economical execution of the various schemes of rural development.

4.6. The fact that the Constitution has not left to the State Governments many elastic sources of revenue inevitably results in the position where the Centre has to come out with an increasing measure of assistance to the States even in those activities which are constitutionally the exclusive field of the States. This factor, however, should not be construed to vest in the Centre the right to issue to the States directives in regard to the minutest details of any scheme for central assistance as a condition precedent to the sanction of such assistance. It is true that the Parliament voting funds for expenditure through the States has the constitutional right to demand detailed information on any point concerning such expenditures; but neither efficiency nor economy would justify the constant exercise of such a right. Nor should it be ignored that the State Governments, being themselves responsible for the administration of large areas, often feel disturbed by demands either for information of the most detailed nature or directives which could be construed (though not intended) to be interference with their normal functions. Conventions, parliamentary as well as administrative, will have to be created whereby it should be adequate for the Centre to lay down the policy and prescribe the broad outlines of a scheme and then leave it to the State Governments to work it out in accordance with their own practices and in consonance with the local circumstances. The Centre will, of course, have to satisfy itself that the general objectives of the schemes are being carried out.

4.7. To demand that a scheme, which has been examined in detail by the technical officers of a State Government, should again be subjected to a detailed technical examination at the Centre before it is approved either for inclusion in the plan or for assistance from the Government of India should be generally unnecessary. Equally, it should be con-

sidered redundant for a Ministry at the Centre to make a fresh and detailed scrutiny of a scheme which has been approved by the Planning Commission; it is not unoften that as a result of such a scrutiny, information is asked for afresh on points of detail and time is lost in collecting and furnishing many details which neither the Central Ministry itself nor the Planning Commission considered necessary in the first instance. The conclusion is obvious that either the original scrutiny of the scheme was perfunctory or the Central Ministry's re-examination superfluous. This action leads to delay in the allotment of funds and consequent lapsing of sanctions due to the inability of the State Government to spend within the limited time available. We would urge that the Planning Commission and the Central Ministries, especially those dealing with matters of the utmost importance to rural development, namely, agriculture, health, education and industries (cottage and small-scale), should evolve a procedure whereby once a scheme is included in the plan, it should not need further detailed examination in a Central Ministry unless fresh and unforeseeable circumstances have developed.

4.8. In sanctioning central schemes it is necessary to bear in mind that between the States there is as wide a range of variety in administrative arrangements, pay-scales, methods of recruitment as in climatic conditions. It is, therefore, essential to allow State Governments a large measure of discretion in details like fixation of pay-scales of personnel working under special schemes, designs of buildings (within agreed ceilings of cost) etc.

4.9. The current procedure for the sanction of schemes eligible for central assistance lends itself to avoidable delay. The rates of assistance and the period for which such assistance is available are frequently not stated very definitely. If the terms of the central assistance could be more specific, if there are no seperate rates of assistance for different parts of the scheme and if a strict rigid and almost immutable pattern is not prescribed, if the examination at the Centre is confined to the broad aspects of the scheme rather than its minute details, if once the scheme is approved by the Planning Commission, no further examination is insisted upon, and if frequent progress reports are not asked for other than those prescribed by the Planning Commission, we feel that there will be efficiency and economy in the execution of the various schemes under the Plan. We do not desire to go into the details of the different points of view expressed to us or quote examples relating to various Ministries or various State Governments, but feel that the above observations should justify a rapid re-examination of the present arrangements

and should be adequate indicators of the line on which modifications should be made.

4.10. A corollary to the foregoing observations would be that whatever work the Central Government is to perform in the fields of agriculture, social education, health, rural industries, etc., should be performed by the Ministry concerned and the Community Development Ministry would only coordinate their activities in the block areas. This, however, does not give that Ministry adequate work. Simultaneously, we are aware that certain aspects of rural development cannot receive adequate attention in the Ministries in which they are at present being dealt with. In particular, we mention cooperation and rural self-governing institutions. These two are so closely connected with the programme of community development that we consider that it would be useful if they are brought under one Ministry—the Ministry which deals with the coordination of rural developmental activities all over the country. We have earlier urged that all development work should in future be the primary responsibility of village panchayats and panchayat samitis. We have also stressed the comparative neglect of cooperative organisations and their importance in the field of rural production. Bringing these two subjects at the policy-making level under one common Ministry also empowered to coordinate rural developmental activities would, in our opinion, ensure more effective work at the Centre and in the States.

Section 5 ADMINISTRATIVE PATTERN—COORDINATION WITHIN THE STATE

We have scrutinised the existing organisational structure and the methods of work in the development blocks. We have also examined the existing arrangements for the execution of the programme and the relationship between the different agencies within the blocks. We are aware that these organisational structures have evolved on different lines in the different States during the past many decades and that it is neither desirable nor feasible to prescribe for them in the name of efficiency and economy a uniform and rigid pattern. Even so, we considerthat certain overall changes are useful and necessary to achieve better results in the field of community development.

5.2. The Gram Sewak is admittedly a multi-purpose worker with a strong bias in favour of the dominant function of increasing agricultural production. It is recognised in all the States that with the present area of operation he is not able to be as effective as we would like him to be. That this area should be reduced is essential, if he is to be really effective. The reduction of the area of operation leads to an increase in the number of Gram Sewaks and to certain financial implications. We propose that these financial implications be limited by pooling the staff working in the different fields of development and assigning their duties and functions to the Gram Sewak within his reduced charge.

5.3. We are aware of the various criticisms of this proposal; that this will lead to the Gram Sewak becoming more a service agency and correspondingly less an extension worker; that by handling too many jobs he will perform none of them well; that some of the tasks proposed to be as-.gned to him are beyond the capacity of the type of Gram Sewak now reruited; and lastly, that merely by pooling of the available staff we will ıot be able to increase to about twenty the number of Gram Sewaks per ock and that additional expenditure was inevitable. These criticisms, we ree, have considerable force. We feel, however, that they do not take o account certain important factors; that the existing field staff is persed over large areas resulting in too much 'lost motion'; that its thin ead makes it relatively ineffective; that some of it remains comparaely inactive during certain seasons of the year; that the reduc- size of the gram Sewak's circle will make it easier for him to perform these tasks more effectively than they are at present performed the different agencies; and that the pooling of the staff will consi-

derably reduce the financial burden of the proposal to increase the number of Gram Sewaks. We agree that this is not the ideal solution. But so long as we have to work with limited funds and scanty trained personnel, pooling is the only effective answer to the requirements of community development programme. As our resources in money and men increase, we will be able to provide specialised service agencies to meet the different needs. In all comparatively under-developed rural areas one has to begin with the multi-purpose worker at the lower levels working under specialists at higher levels, and gradually split up his work between specialised workers in the different lines.

5.4. We have referred to the need for reducing the area of operation of the Gram Sewak. It is difficult to prescribe a standard applicable to all regions; but normally the Gram Sewak should not be placed in charge of an area with a population exceeding 800 families or 4,000 persons; a larger charge will deprive him of the opportunity or possibility of establishing personal contact with all the families in his circle.

5.5. Within his circle the Gram Sewak should perform the following functions :

(i) The entire agricultural extension programme including plant protection, agricultural engineering and horticulture.

(ii) The entire animal husbandry programme including castration, first-aid and inoculation of cattle and improvement of fodder; development of fisheries; development of poultry.

(iii) First-aid and distribution of standard medicines as part of the public health and medical programme and improvement of environmental sanitation.

(iv) Assistance to teachers and other workers to plan and execute the social education and primary education programmes.

(v) Organisation of Shramdan.

(vi) Programme of field education for members of cooperative societies; the Gram Sewak should, however, neither hold an office nor be responsible for any office work in any local cooperative organisation.

(vii) As we propose that all development work should become the responsibility of the village panchayat, there should be an organic link between the village panchayat and the Gram Sewak. We, therefore, propose that he should be the development secretary of the village panchayat, when a single villag

panchayat covers his circle; otherwise of the council of all the village panchayats in his circle; but he should not in any manner be responsible for any other work of the panchayat including the management of its office.

5.6. When the Gram Sewak is made responsible for all these functions in his circle, it will become unnecessary to have, (except for personnel attached to an institution), any field worker at a level below the block in the departments of agriculture, veterinary and animal husbandry, Harijan welfare, tribal welfare, etc. The existing staff position obtaining in the States and the financial implications of the enlargement of the Gram Sewak's functions, the restriction of the territory in which he operates and the pooling of the staff have been worked out separately.* The additional cost of this scheme will have to be shared between the States and the Centre on a mutually agreed basis.

5.7. Until such time as our proposals for democratic decentralisation are given effect to, it will be useful if a closer link is established between the Gram Sewak and the village panchayat. The Gram Sewak as the development secretary of the village panchayat should place before it at the time of each monthly meeting the progress reports of the development work in the circle. The village panchayat after scrutiny should forward its comments to the Block Development Officer.

5.8. The quality of personnel at the village level can be kept up at a satisfactory level not merely by appropriate training and competent direction from the top, but also by providing reasonably attractive service conditions and adequate incentives such as a pay-scale commensurate with the Gram Sewak's qualifications, duties and responsibilities, a fixed travelling allowance or cycle allowance, reasonable residential accommodation, security of tenure, scope for promotion and rewards such as special educational tours, award of certificates of merit, etc. They should provide a ... and large source of recruitment to certain cadres like Panchayat ...rs, Cooperation Officers and Social Education Officers. The Gram ...k will be responsible to different block-level extension officers for ...rent aspects of his work. It is, therefore, recommended that the ...k Development Officer should invariably consult all the extension ...rs before recording his remarks on the annual assessment of the ... Sewak's work.

... In regard to Gram Sewikas we are making our observations and ...ndations in the section dealing with the work among women and

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*...ndix 8.

5.10. The size of the block has been the subject of considerable discussion. Originally, each community project embraced a population of roughly 2 lakhs and the project was divided into three blocks. These figures were not based on any special study of the needs and requirements of the area nor on the capacity of the staff appointed to handle the work; they were almost accidental. When, therefore, it is said that the average population of a block should be 66,000, there seems to be no special basis on which this figure is arrived at. As a result of our various discussions, we have reached the conclusion that normally a Gram Sewak can cope with a population of about 800 families or 4,000 persons. For very sparsely populated areas, the figure would be necessarily smaller. We also feel that an extension officer cannot normally deal with more than 20 Gram Sewaks; with more trained personnel becoming available this number will have to be smaller. The sizes of the blocks as well as of the Gram Sewak circles at present show a wide range of variations from block to block.* We do not suggest a wholesale re-demarcation of boundaries on the basis of any rigid prescription of size or population; but, in future demarcations all relevant factors, such as topography, density of population, its stage of development and the communications, should be borne in mind together with the possibility of making the block co-extensive with an existing administrative unit provided that its size does not become excessively large. There is little doubt that a block with a population of appreciably more than 1 lakh is an unmanageable unit. With a manageable size the block should also have its headquarters located as centrally as existing facilities of communications would permit. The selection of a centrally located headquarters tends to reduce the 'lost motion' factor in work.

5.11. The block should, as far as possible, be treated as the admin trative unit of all development departments so that there is one unified se up without duplication in numbers, overlapping of jurisdiction or blu ring of responsibilities. An automatic corollary is that the expendit under the development block schemes can and should be co-related wi the normal development expenditure in the block. This, in turn, implies that the budget of the development departments within the district is split up block-wise and is interrelated with the block budget wherever there are blocks.

5.12. Coordination of the activities of the various extension officers has offered a fruitful source of disagreement in various departments. There is no doubt that the scheme envisages that the Block Development Officer should function as the captain of the team. The connotation of that phrase and its implications have, however, been different for different persons.

* Vide Appendix 9 (a) and (b).

We are satisfied that there has to be coordination and that coordination can be achieved only by the Block Development Officer. But coordination should never be intended to mean either centralisation or erection of 'road-blocks' between the block level officers and their departmental superiors at the district level. Difficulties now experienced would be eased considerably if every head of department and his district officers realised that the work in the development blocks is as much their concern as the departmental activities outside the blocks. The Block Development Officer on his part must clearly realise his responsibility to the district-level departmental officers. We would, to this end, recommend that the District Collector, while recording his annual observations on the work of the Block Development Officer, should invariably consult members of his team at the district-level, so that the Block Development Officer will understand that he is also responsible to each of these officers. We deliberately refrain from suggesting details of how this coordination can be achieved, because conditions and existing conventions differ from State to State. In this matter, we have no doubt that we will ultimately settle down to a right pattern only by gradually evolving new conventions.

5.13. We have noticed that in some States the Block Development Officer is often recruited from grades of inadequate status and is, in some cases a non-gazetted government servant. We recommend that he should invariably hold a gazetted rank and should be the drawing and disbursing officer in respect of all the block area budgets of all the development departments.

5.14. We have earlier referred to the need for pooling of the staff below the block level. At the block level, it is essential that the staffing pattern of the government departments, coordinated as above and the staffin- ttern of the local bodies should not overlap functionally. ca se lin the co coordination between the two will eliminate waste and increase efficiency. As conditions differ sharply from State to State, we do not think it necessary to examine this aspect of the matter in further detail nor to make any more specific recommendations.

5.15. One of the gaps in the community development staffing is the lack of adequately qualified persons to deal with the works programme relating to irrigation, housing and communications, etc. There is financial provision for an overseer for this work but not often is qualified staff available. The jurisdiction of this technical staff frequently overlaps that of the P. W. D. and Irrigation Officers. We would suggest that the posts borne on the N. E. S. budget should be treated, as in the case of other development departments, as a net addition to the cadres of the Irrigation

and Public Works Departments who can then redistribute their jurisdictions in units of complete blocks.

5.16. A much debated question is whether the Block Development Officers should form a separate cadre or a pool of officers drawn from different cadres. Arrangements vary in the different States but the consensus of opinion seems to be, (and we agree with it), that it would be best to enlarge the junior administrative cadre to include all Block Development Officers' posts, to ensure that at least 75% of this cadre is recruited directly by open competitive examination and to provide that 25% of the cadre can be filled by promotion from various junior cadres such as officers of the cooperative, panchayat and revenue departments and the social education officers' cadre wherever it is not merged in any Education Department cadre. Officers recruited directly from the open market should be posted as Block Development Officers after their initial training and before they have spent more than two or three years in the revenue department so that they are not imbued with what is known as the revenue bureaucratic spirit.

5.17. A more hotly contested subject is the arrangement prevailing in some States where the revenue officer, known as Tehsildar or Mamlatdar, is also the Block Development Officer. This arrangement has been strongly discouraged by the Ministry of Community Development on the basis of successive Evaluation Reports.* The pattern is prevalent in three States, Bihar, Rajasthan and Bombay. In Bihar where the zamindari system was abolished recently, the Block Development Officer has also been given the power of collection of land revenue as also certain other administrative powers in the revenue field but not compulsive powers. These vest in the Deputy Collectors. The block revenue unit has been made coextensive with the development block. The junior revenue official has been made the additional secretary of the village panchayat or panchayats within his circle. Normally, the village panchayat and the Gram Sewak's circle as also this revenue official's area of operation are identical. In Rajasthan the integration is only at the block level. The Tehsil and the block are co-extensive; the Tehsil being normally small in size, the block does not depart from the prescribed limits in area and population. The Tehsildar is given an Additional Tehsildar to assist him in his revenue work, so that he can devote the major portion of his time to development work. With the increasing emphasis which the Government itself places on development, there is no fear that the Tehsildar will do otherwise. In Bombay, on the other hand, the Tehsil was and is of a very large area covering a population sometimes exceed-

*Evaluation Report on the Working of Community Projects and N. E. S. Blocks—April 1956. Pp. 24-25.

ing even 2 lakhs. This was turned into a block for development purposes. The Mamlatdar who was already heavily overworked,* was in addition made the Block Development Officer substantially without the assistance of Additional Tehsildar. Lower down, the revenue circle inspector was made the Gram Sewak. This arrangement in the State of Bombay has certain very serious drawbacks; the block is too large, the Mamlatdar has little time for the development work, the cadre of Tehsildar recruited according to the present rule is unsuitable for development work and the revenue Circle Inspector has neither the time nor the real inclination to do the development work. It is only when these defects are eliminated that it may be possible to combine the revenue and development functions in one functionary at the block level. In such a case, the size of the block should be determined on lines similar to those indicated in Section 2. The Tehsildar must belong to a cadre recruited as just now indicated by us in paragraph 5.16. In addition, it may be safe and wise in the earlier stages of community development to transfer the compulsive revenue power of such an officer to the Sub-Divisional Officer or Prant Officer.

5.18. Below the block level, the combination of development activities with revenue activities is, in our opinion, definitely injurious to the former. We recommend that the Talati or the village accountant may work as the joint secretary of the village panchayat; but we scrupulously refrain from assigning to him any development work. In our scheme the Gram Sewak has been assigned the work of secretaryship of the panchayat in development matters, but he will be kept completely separated from revenue functions and from office work.

5.19. The sub-divisional officer has been associated with community development work in different degrees in different States. In one, he is the Project Executive Officer and as such has to certify and pass all bills, the Block Development Officer being a non-gazetted official in others, he is almost completely unconnected with the community development work. These are two extreme cases. In our opinion the most useful arrangement would be to give him supervisory control over the Block Development Officers in this sub-division and to delegate to him some of the powers now vested exclusively in the Collector. In particular, the Sub-Divisional Officer should be able to concentrate on the human and organisational aspects of the programme including arrangements for supplies and equipment. Where necessary, he should be sanctioned suitable staff to assist him in carrying out this work efficiently.

5.20. At the district level, the Collector or the Deputy Commissioner should be the captain of the team of officers of all development depart-

*Vide Appendix 10,

ments and should be made fully responsible for securing the necessary co-ordination and cooperation in the preparation and execution of the district plans for community development. Where he is not already empowered to make the annual assessment of the work of the departmental officers in regard to their cooperation with other departments, their speed in work, their dealings with the people and their reputation for integrity, he should be invested with such powers. The District Collector should be provided with a whole-time Additional Collector to relieve him of the general administrative duties so that he can himself, as far as possible, function and be designated as the District Development Officer. The actual distribution of work between the Collector and the Additional Collector should, however, be left to the Collector himself. In all matters requiring coordinated action by more than one department, the Collector should receive copies of all important communications. He should also be asked to forward his comments on the annual report of each district development department and will no doubt, utilise this material for the compilaton of the annual administration report of the district on community development.

5.21. We suggest that wherever the system of Commissioners operates, the Commissioner or his equivalent should also function as a coordinating officer on lines similar to those suggested for the Collector. The regional officers should be delegated the maximum powers and responsibility and only the more important matters should be decided at the State Headquarters.

5.22. It has been frequently stated that these days inspections are not what they used to be. We feel that, so far as community development work is concerned, inspections have to be more thorough and thereby more fruitful than they now generally are; equally so of visits by senior officers and ministers. These visits should be prolonged and should help both the visitor and the local people to assess the progress made, the difficulties faced and lead to a solution of these difficulties. We quote, with approval, Mr. Albert Mayer's report on the Etawah and Gorakhpur Projects :

> "There is no question whatever based on my experience in the field that there is almost no single thing that so encourages and inspires the field worker, as visits from higher officers. This is so for a number of reasons. It is a tangible recognition of the importance of their work. The workers genuinely respect their higher officers, want their advice (and incidentally, where justified, a bit of a pat on the back). The villagers react the same way.

And the officer himself gains enormously in first hand understanding of both the difficulties and the opportunities.

'Higher Officers' include everyone from the District level up. 'Visit' means not just a brief superficial incursion, but a serious visit to the villages inspecting demonstrations, leisurely discussions, sitting through a whole staff meeting—not leaving after the first half hour... It means several days.

There is absolutely no substitute for this whether it is a visit by a Minister or by the most distinguished foreign delegation. These are pleasing, but no substitute, and nothing like as useful. It pays the most remarkable dividends, in contentment, in psychological security, in output of energy, in mutual understanding"

5.23. Copies of progress reports submitted by the heads of departments to Government should be endorsed to the Development Commissioner, who should prepare a quarterly review for the State as a whole in the entire sphere of planning and development.

5.24. A coordination board consisting of heads and secretaries of all development departments as members and the Development Commissioner as the chairman, should be constituted in the States in which it does not exist. It should meet periodically to review progress, to resolve difficulties, and to decide the details of the programme of the ensuing month. This board should not be purely advisory. Its suggestions and recommendations should be given full weight and their extracts should be circulated as decisions for compliance by the field staff. This will reduce the volume of paper-work and facilitate quick communications.

5.25. In some States a senior officer is designated Development Commissioner and is in full charge of the work; in some he is concurrently designated as principal secretary to the Government and, so far as the development departments are concerned, can call for any file and record his minutes and submit it to the Minister concerned and to the Chief Minister. Both these arrangements have worked satisfactorily as the Development Commissioner is invariably a very senior officer. In certain other States, the Chief Secretary is the ex-officio Development Commissioner and another officer designated as Additional Development Commissioner is in actual charge of the work. This arrangement is found to be efficient only when the Additional Development Commissioner is an officer of high seniority. Where this is not the case, his power of coordination is adversely affected by the fact that the secretaries and heads of the development departments are senior to him.

Therefore, wherever the Chief Secretary is also ex-officio Development Commissioner, he should either be relieved of a large volume of his normal work of general administration so that he can devote a considerable portion of his time to development work; or he should be assisted by an Additional Development Commissioner of high seniority in the cadre, who can also be designated ex-officio Additional Chief Secretary.

5.26. The Development Commissioner should also be the Planning Secretary as is the case in almost all the States. We have found that where the two posts are held by two different officers, coordination is not the maximum possible. The development department should be only a coordinating department. We have, therefore, found that it functions best under the Chief Minister, who may, where necessary, be assisted by a Minister concerned mainly with planning and coordination. While other arrangements may be necessitated by local considerations, this would be the most effective.

Section 6 — PEOPLE'S PARTICIPATION IN COMMUNITY WORKS

Public participation in community works is only one facet of the larger concept of community development. But such participation creates a quick and deep impression on the tabular statements of the statistician and the sympathetic mind of the casual observer. Consequently, during the past five years there has been a clear tendency to confuse people's participation in community works with their participation in community development. This confusion has, in its turn, bred two defects which we consider it essential to remove.

6.2. There is the desire to inflate figures indicative of people's contribution to community works. The method of assessing such contribution has differed not merely from State to State but from block to block. The extreme case which a Development Commissioner mentioned to us was that of a Block Development Officer, who calculated as 'people's participation' the wages which would have been earned by persons present at a meeting of a cooperative society had they not attended it. In another State, where consolidation of holdings is being done on a very large scale and as a part of such consolidation, land is set apart for village roads, panchayatghar etc., the value of such land is included in 'people's participation'. We feel that it would be useful to adopt a uniform and realistic method of assessment of public participation in community works. This will then place it in its proper perspective in the scheme of community development.

6.3. The assessment of the value of labour and of material supplied by the people becomes difficult because the rates recognised by the P.W.D. are always higher than the locally prevailing rates. Even so, we feel that the correct method of assessment would be to calculate the money-equivalent of the labour and material supplied by the people on the basis of the rates recognised by the P.W.D. We will also stress here that while financial contributions made by local bodies should be included in the total value of people's participation, it must be ensured that such figures do not, under any circumstances, include any part of Government grants. We would here like to commend the observations made by the Estimates Committee of the Parliament in its Fortieth Report.

6.4. The second defect, which we have noticed, is the unequal participation by different sections of the local community. Generally, the more prosperous sections of the village community have participated in

community works less than others; and when they did, it was more by contributions in cash or kind than by actual physical labour. At the other end, the landless labourer, who gets his daily bread from his daily wage, found it hard to participate voluntarily. Where he did, his sacrifice was perhaps uncalled for and possibly not always of his free will. It is of the essence of this aspect of community development that the participation should be widespread, should be fairly similar for all participants and should not call for a disproportionately large sacrifice from the weaker sections of the community.

6.5. A new problem has also arisen in most areas in the shape of the maintenance of the works executed by or through public participation especially katcha roads, as in future no State-aided local schemes should be sanctioned unless some arrangements have been made to ensure its maintenance after completion. Under the existing rules, Government departments cannot take up this responsibility; nor is any local body willing to. This last fact is a measure of the change of public attitude to community works and to community development in general. On the other hand, according to the survey of the Programme Evaluation Organisation, the effort at stimulating and continuing positive action based on self-help has been comparatively unsuccessful in those areas where rural consciousness of economic and social needs has increased. Excessive dependence on continued Government initiative and assistance is still being exhibited by a vast section of rural population in areas where the community development programme is being worked. We must, however, also mention that, according to the reports we have received, a few panchayats have been successful in a small measure in mobilising voluntary labour for community works. In such villages a new leadership is emerging, indicative of a new attitude to local welfare and local development and a realisation of the value of local institutions and institutional leadership. Even though such leadership, even now, goes with economic and social status, there are hopeful signs that this is not always so.

6.6. It is clear that while organised public participation in community works should, especially in the earlier years of development of backward areas, receive a very large volume of attention from the persons in charge, steps should be taken to ensure that as large a section of the community as possible participates directly in their execution, that such execution is organised through statutory representative bodies which can take over their maintenance and that the participation is general, voluntary and not beyond the means of the participants.

Section 7 WORK AMONG WOMEN AND CHILDREN

The Second Five Year Plan observed: "the experience gained in Social Welfare Extension Projects as well as in Community Project areas deserves to be studied more closely with the object of evolving suitable patterns of organisation for work among rural women and children. In each district, there should be close co-ordination between National Extension and Community Projects and Social Welfare Extension Projects."[1] Nine months later, the Estimates Committee of the Parliament recommended that "an integrated programme should be drawn up for the project areas in consultation with the Central Social Welfare Board and other women's organisations".[2] These observations confirm public apprehension that Government funds were being spent through agencies, whose activities were uncoordinated.

7.2. In an N.E.S. block there is only one woman S.E.O. who has to look after the welfare of the women and children of 100 villages or in an average sized block round about 45,000 persons ; and at the end of three years she is, if she is lucky, given two Gram Sewikas "sometimes hardly literate",[3] who again are withdrawn after three years. All this work she is expected to do without any transport; in the Central Social Welfare Board projects, always located outside N.E.S. blocks, on the other hand, the Convenor of each Project Implementation Committee of the C.S.W.B possesses a jeep—intended for use in 25 villages—but almost never available to the project staff. Considering that out of the total expenditure of about 90 lakhs on the various projects of the Central Social Welfare Board in the First Plan period, as much as 33 lakhs have been spent on buying jeeps alone (apart from their maintenance), we feel these jeeps could have been more profitably used jointly by the women field staff of the development blocks and the C.S.W.B. projects. Since then efforts have been made and some understanding reached between the Central Social Welfare Board and the Community Development Ministry, the two main channels for expenditure of Central Government funds in this field. The terms of agreement indicated a desire to ensure the continued existence of the two 'parties' as it were—which is rather unfortunate and does not augur well for their future activities. Six months after this agreement, in June 1957, the Chairman, Central Social Welfare Board, complained that she could

1. Page 244.
2. 42nd Report, Part III, page 57.
3. Experts' Committee Report on Training.

not even 'get full information about the location of the community development blocks in various States.'

7.3. We feel that if our objective is to provoke and develop in rural women "progressive outlook for intelligently participating in the nation-building activities"[1] and if we have failed to do this in spite of our efforts in the past six years, it is imperative that the work should be directed from one point alone, and one general policy should be adopted and followed. This work is inter-related to the functions of the State Departments and Central Ministries dealing with health, village industries, education, poultry-keeping and animal husbandry; and similarly, in the block and in the village to the activities of the corresponding development staff. Here again, we would like to emphasize what we said in Section 4 about the coordination between the Central Ministries and the States. Complete responsibility for the work will be with the States, the Centre functioning as the advisory, coordinating and financing agency.

7.4. For various reasons, such as the lack of properly qualified field-workers, the indefinite content of the programme and vagueness regarding the objectives, whatever little work has been done, has been confined to semi-urban areas and larger villages; and, even there, it has taken little account of the women and children belonging to the poorer sections of the community. The Estimates Committee expressed its feeling that "so far .... rural women by and large have been left untouched. Sporadic efforts in educating village women in certain crafts and in opening some recreational centres and clubs at certain places seem to be all that has been done in that direction".[2] Recently, the Team also, while visiting one of the States, noticed that the 'poor and backward people attended women's centres in small numbers and were attracted only to such occupations as were remunerative in the long run' and 'they were not attracted to Bhajan and Harikatha programmes'. In the Madras State Social Welfare Advisory Board Report[3] the Chairman, Mrs. Reddy, observes that "in some villages the adult women do not show any interest in either learning letters or handicrafts, for the very reason that their whole time is occupied in the fields where they are engaged for the production of foodgrains and when they return home they find themselves too tired to attend evening classes at the centre outside their own homes." All this makes it abundantly clear that we have yet to redefine

1. Estimates Committee's 42nd Report, Part III, page 57.
2. 42nd Report, Part III, page 56-57.
3. Introduction.

our objectives; and having done so, design a pattern of work and evolve suitable machinery for attaining those objectives.

7.5. At different times and in different parts of the country, stress has been laid on different aspects of welfare work like literacy, culture, health and hygiene, removal of social disabilities, beautifying of homes, women's clubs and so on. The Ministry has, however, very recently recognised that the programme for rural women must be supported by "making economic and child welfare activities ....the centre around which women can continue building up their community life." (Agenda VI, Mussourie Conference). These two objectives are surely more than ample and their restricted scope indicates a sense of realism.

7.6. Even within this restricted sphere, there are a number of items which concern the community as a whole, and should, therefore, be separated while designing our pattern of work intended exclusivly for women and children. For instance, the provision of drinking water or the building of sanitary latrines or construction of roads need not be the concern of the persons dealing with the women's and children's welfare; their primary concern should be to find ways in which the rural women might be assisted to increase their income and improve the condition of the children.

7.7. At present literacy is an important item in the programme for women's and children's welfare. We feel that the adult literacy programme for women above, say 25 or even 20, has no importance whatsoever; for other women also, the literacy programme, taken by itself has no appeal; for one thing they have very little leisure for book-learning; besides, such learning can hardly enrich their lives; abstract learning has very little meaning to a village woman. Equally has 'home improvement' in some of its aspects any significance to her. 'Light and ventilation' ought to be attended to at the time of construction of the house and in the construction of the house it is the man whose voice counts; this is, therefore, not a matter where the Gram Sewika can be of much use. Beautifying the house by "arrangement and orderliness of utensils in the kitchen, the boxes, bedding etc."* has been recommended. This particular recommendation is clearly unrealistic; it ignores the fact that to the larger section of the village community a house is a single-roomed hut which is the kitchen, the bed-room, the dining room and the parlour, and not unoften the cattle-shed. The number of their earthly possessions is too small to be arranged into 'orderliness'. Besides, it is

*Sixth Development Commissioners' Conference—Agenda for, page 128.

not always that the rural women lack aesthetic sense in beautifying their house—the designs on the walls of their mud-huts, in some areas, have been copied by the sophisticated city women. Magan Chulha or the smokeless chulha is a good thing. But when the village woman has only one or two cooking pots and cannot afford more, it is hard to persuade her to take to it. We noticed that very few of the Gram Sewikas used Magan Chulhas. It is necessary to evolve designs suitable to different areas instead of propagating one type all over the country. Health and hygiene are undoubtedly very important though it is rarely that one comes across them in a village. Here, however, the fault lies not with the programme but with the workers. It appears to us that the training centres of the Gram Sewikas should stress less on the theory of sanitation than on its actual practice. In their daily lives in the training centres the urgency of personal and evironmental cleanliness should be drilled into the Gram Sewikas.

7.8. Increasingly and very rightly, the stress is shifting from providing amenities to creating work that brings more income. A few prosaic items like the care of the cow, the kitchen-garden and poultry-keeping, are in the opinion of the Team, the most effective development works for the rural women. The development work will then be tangible and therefore truly lasting and will lead to welfare. The work itself is in keeping with the background of our village women, the return quick and assured; it can also be easily inter-woven, in the pattern of their normal daily duties. The produce can either be marketed or consumed within the family with real benefit to all, specially to the children. Incidentally, these items of work, if taken up seriously, will increase the nation's supply of milk and eggs on which the Planning Commission has laid so much stress. These items should for a long time to come continue to receive the primary attention of our women workers in the villages.

7.9. After this come cottage industries which cannot always be easily interwoven into the daily pattern of the rural women's life. Only those women, who have a certain amount of leisure, can be persuaded to take up one or more of them. Nor will such persuasion be easy unless they can be satisfied that what they produce will sell and fetch money. Knitting, embroidery and tailoring which are taught these days by the Gram Sewikas, as a matter of course, have, we feel, no economic possibilities, excepting in villages which are near large cities and even then, only where the work is of a high standard. These particular items appear to have been taken up mainly because of the success of the rural centres run by foreign Christian Missionaries. But we forget that

such centres were limited in number, the teachers very well qualified and the performance of such excellence that the Missions could without much difficulty market all the articles both in India and abroad. On the other hand, what is necessary is to teach most of them the elementary use of thread and needle so that they can mend clothes for the family. All the same we do not say that no effort should be made to develop needle craft or knitting or even tailoring but this can be done only when a large and ready market is close by and authorities can engage really qualified and competent teachers.

7.10. In such villages as surround large towns and cities we can also start cookery classes. Women who are likely to come to the city in search of employment and then drift, would be immensely benefited by these. It should not be difficult to secure decent jobs for such trained women through the employment exchanges.

7.11. We have indicated later in this Report the points to which increasing attention has to be paid in the sphere of rural industries. Here, we would merely stress that cottage industries and the slight addition which they would make to the family income or the household income should go a considerable way in creating among our village woman a desire for economic progress as well as progress in other directions.

7.12. This programme, concentrating as it does on a few points, nevertheless requires staffing with a different type of personnel than at present. Such personnel is admittedly in short supply. Also, it requires very careful organisation and intensive supervision. We have, therefore, suggested later in this Section limiting it in extent in the next few years.

7.13. The current child welfare programme is vague and often unimaginative. Most of the work in this line has centred round what is known as the Balwadi which, in rural areas, is nearly always an anæmic creche, an unscientific kindergarten and a jumble of different age-groups.

7.14. We feel that we have yet to evolve a satisfactory programme for our children and for this purpose, we recommend that, to begin with, we should concentrate on a few selected areas as an experimental measure. While going ahead with the right type of training for future workers, we should restrict our work to a few lines. For this purpose, the children might be grouped into four categories:—

(1) Infants up to 18 months,

(2) One and a half years to three years,

(3) Three years to six years, and

(4) Six years upwards.

The health visitor and the Gram Sewika should visit every member of the first group very frequently, the former at least once a week and the latter three times a week; they should guide and assist the mother in all matters relating to the baby. Regular creches have to be started for the second and the third groups with trained staff paid for possibly by the panchayats; these creches will serve as useful training centres for those village women who wish to take to nursing or children's work in private homes. The fourth group consisting of both boys and girls must go to school. But most of these children are away from home, grazing cattle or looking after crops. To make it possible for these also to attend school, children of each of the top three classes in the schools can be divided into two batches; each such batch can attend to grazing cattle one day in the week while the rest study. This arrangement will lead to a five day week for all these children without interfering with their field work, and this is where the Gram Sewika should be useful in persuading the village parents to send their childern to school.

7.15. This limited programme which we have recommended is only the beginning, but its success depends very largely on the ability of staff to execute it. This again depends on the material we recruit to our training centres and also on the curricula. At present, according to the Expert Committee on Training "some of the selected candidates were hardly literate". The candidates working in the projects of the Central Social Welfare Board are not different in calibre. We have to choose between reasonable standard of quality with the inevitable limits of quantity on the one hand and a vast unenlightened quantity on the other. The costly experience of the past few years should help us to decide. We feel that it will be useful and easy to recruit Gram Sewikas from amongst matriculate teachers working in the rural or semi-rural areas. They will necessarily have to be given a special or a higher scale of pay as an inducement.

7.16. The present curriculum is, in our opinion, unrelated to reality. Few of our Gram Sewikas will find useful the items mentioned in that curriculum beginning with 'what food does for us' and going through 'the fibres commonly used for clothing and how to identify them, distinguishing silk, rayon, cotton, wool, artificial silk, etc.' and going up to 'the household medicine box and simple remedies like aspirin, argyrol, sulfa guanadine etc.' This curriculum apparently based on foreign conception needs to be revised and made to suit our rural conditions. We shall further discuss this matter in a later section.

7.17. According to the C. S. W. B. pattern a group of about 25 villages is served by 5 Gram Sewikas, 5 craft teachers, 5 *dais* and one

Mukhya Sewika for a period of three years, apart from the office staff. This works out at 20 Gram Sewikas, 20 craft teachers, 20 *dais* and 4 Mukhya Sevikas per block in addition to four times the office staff. In the N. E. S. pattern, there is a woman S. E. O. for one block of about 100 villages and after three years she is given the assistance of 2 Gram Sewikas who are withdrawn after another three years.

7. 18. In the block-projects started after the agreement between the C. S. W. B. and the Ministry of Community Development, there are 10 Gram Sewikas, 2 craft instructresses, 8 part-time workers in charge of Bal Wadis and 5 *dais*; in addition, there are 6 supervisory persons apart from the woman S. E. O.

7.19. We have already recommended that the number of Gram Sewaks should be raised to about 20 per block. It will be necessary to have at least an equal number of Gram Sewikas, whose recruitment and training we shall indicate later, working full time. We do not consider that it is necessary to continue the woman S.E.O. as at present. Instead, we suggest that there should be a Mukhya Sewika who would be selected from amongst the Gram Sewikas on the basis of merit alone, and if necessary given a little extra training in particular lines. All of them will be guided by the block-level extension officers in health, industries, education, animal husbandry, etc. Some of the craft instructresses' posts should, in our opinion, be abolished and the others integrated with the staffing pattern for rural industries so that we will be able to employ good craftsmen to teach both men and women and look after the progress of the village industry. The Gram Sevikas will assist them in their work among women. The *dais* or such of them as will be needed, as also the health visitor and the midwife can be integrated with and enlarge the staff of the primary health centres and sub-centres. The welfare programme amongst women and children is not to be a temporary affair and has to occupy a permanent place in our socialistic pattern of society; the staff appointed for it should, therefore, be made permanent; with a sense of security the quality of their work should improve. Obviously, they can only work as employees either of the State Government or of a statutory local body.

7.20. We are suggesting that community development should be planned and carried out in phases of six years which need not be subdivided as at present into what are known as the N. E. S. and C. D. stages. This will also apply to the programme for women and children. The programme which we have suggested requires a well qualified and well trained personnel; if only because such personnel is scarce we must limit the scope of our present activities; we suggest that

one block should be selected in each district and it should be near the district or sub-divisional headquarters so that it can receive the maximum attention from senior officers as also from women's voluntary organisations. No work in a block should be started until there is the full complement of trained personnel. Only after these blocks have shown results, should the programme be extended to other blocks.

7.21. As already pointed out, most of the C. S. W. B. projects are outside the community development block areas. These existing projects should be forthwith transferred to the State Governments which should arrange for their administration and supervision either through departmental agencies or through local statutory bodies.

Section 8 WORK IN TRIBAL AREAS

Our recommendation, that the distinction between the three stages—the N. E. S., the intensive development and the post intensive development—should be abolished is, we find, similar to the current Community Development programme for the Tribal Areas. Here a budget of Rs. 27 lakhs to be spent in a period of 5 years has been provided for small blocks with populations of about 25,000 each. State Governments have been intimated that the budget allotments should be treated as extremely flexible and have been empowered to transfer funds from one head to another within the same block in any manner they consider necessary, as justified by local circumstances. We recommend that the period of the programme should be 6 years as in the case of blocks in other areas. We also suggest that in demarcating these blocks it may be borne in mind that at some future date a complete number of such blocks might, if necessary, be integrated into a block of the normal size.

8.2. The schemes in all their details should be worked out in consultation with the tribal people, who should feel that their advice is not only sought but also acted upon in all matters. In the case of tribal areas a thorough preliminary survey is even more important than elsewhere. Such a survey should be completed and studied before the detailed budget of a block is drawn up. As far as possible, personnel should be recruited locally ; but, we are aware that, for some years to come this may not be possible, especially in regard to block extension officers. In the selection of all personnel, sympathy for and understanding of the tribal people should be considered one of the pre-requisites. In any case, it is necessary that the recruited personnel should acquire a knowledge of the dialect, customs and ways of life of the people among whom they work.

8.3. We would stress that the community development staff in the tribal areas should work in an atmosphere and in a manner consonant with the tribal traditions ; that buildings, either for offices or for the residential accommodation of the staff or for housing the schools or the panchayats, should be in tune with the local traditions, even though they should be of an improved type. The intention would be not to make the tribal people wonder at them as something not intended for themselves but to make them models for the improvement of their own houses.

8.4. Scope for agricultural development in most of the tribal areas

is limited. Improvement of agriculture has, therefore, to be confined to a few measures, like supply of improved seed, use of manure, use of improved implements, soil conservation and improvement of live-stock. We also suggest that a careful attempt should be made to introduce new crops, especially those cash crops which it may be possible to grow on hill-sides. 'Jhuming' or shift cultivation is practised in vast tracts in tribal areas. Efforts have been and should continue to be made to induce the people in these areas to take up settled cultivation, wherever possible. In this matter they can also be assisted by subsidies for housing. Settled cultivation is, however, not always possible, because of shortage of suitable level land, the enormous cost of terracing the hill-side and the tribal ownership of land in certain areas. This, it will be very unwise to interfere with, especially with our present attitude to problems of land ownership. For all these reasons, in many areas, we may have to render the present method of 'jhuming' less harmful without actually attempting to prevent it. Different suggestions have been made in this regard. These may not be applicable to all the tribal areas with their varying intensity of rain-fall, soil conditions and types of crops raised. We have, however, been advised that growing of lagumes, like arhar, cowpea, grams, etc., during the fallow period is very helpful in restoring the soil fertility of the 'jhumed' land and preventing soil erosion ; it will, at the same time, provide some small income to the cultivator.

8.5. The need for providing adequate credit facilities for the Adivasi cultivator is of great importance. Very few of them have been organised into cooperatives, nor is such organisation an easy matter. On the other hand, with their comparatively recent introduction to money economy, the tribal people are an easy prey to the middleman and the money-lender. While, therefore, intense but very careful work is indicated in the field of cooperative societies, Government must for the time being undertake the responsibility of directly supplying the necessary credit in these areas, especially agricultural credit. The Government of Andhra Pradesh have in this matter initiated a scheme* which may be studied by other Governments.

8.6. The Adivasi, with the limited scope for agriculture, and the limited development of a market for his handicrafts, is under-employed or unemployed over long periods in the year. Works programmes like communications and soil conservation will provide him with some employment. Also the organisation of labour cooperatives for working forest coups and for collecting minor forest produce would make a very handsome addition to his income.

8.7. Some of the tribal people have traditional skills of a high

* Vide Appendix 11.

order ; these should not be merely preserved but developed by providing raw meterial and marketing facilities and, where necessary, technical guidance. In many areas, training centres for new arts and crafts could be started and indigenous talent and raw material could be well used.

8.8. Horticulture and the fruit-preservation industries have, so far, not been introduced in suitable tribal areas. It is too early to speak of the latter, but we feel that, with the increasing facilities of communication, the fruit-growing should provide a useful and profitable occupation to the tribal people. Conditions vary from region to region and it is difficult for us to make any specific recommendations. Some work is being done in the improvement of poultry and pig-breeding, but this appears to be still in the initial stages. These are lines which do demand greater attention in the community development blocks.

8.9. Communications in tribal areas are being attended to. But they need even further development. People in these areas have been completely cut off from the general population in the country ; their acquaintance being mainly with the money-lender and the middleman. They are not able to take their produce to the market and are, therefore, unable to get a reasonable price for it. In the community development blocks, we would urge that the existing bridle paths and approach roads should be improved, small bridges and culverts constructed, where necessary, and very high priority given generally to the development of communications.

8.10. Education among certain tribal areas is still in a very backward condition. In some of them it may be useful to start 'ashram' schools functioning entirely in the local atmosphere. The system of education should be of the basic type, so that the gulf between the educated and the uneducated may be as narrow as possible. Many of the tribal areas will need attention in the matter of public health. Here the first priority should go to the provision of unpolluted drinking water. Work in this field has been done in some of the tribal areas but in others guinea worm and similar infections have yet to be controlled.

8.11. People's contribution assumes a new aspect in tribal areas. Generally, the tribal people, with their long traditions of working together, are not unwilling to participate in public works. We found quite a number of roads constructed by them willingly and freely—all able-bodied members of the tribes participating. On the other hand, such participation in public works, over a number of days in succession, de-

mands from them a large economic sacrifice. We suggest that the matching contribution demanded in such works should be reduced below the level normally prevalent in non-tribal areas.

8.12. The Fifth Development Commissioners' Conference at Mussourie recommended that provisions for loans in the development blocks in tribal areas should be converted into provisions for grants. We have examined the recommendation and find that it is a very necessary step, which authorities should take without further delay. Issue of loans especially for minor irrigation works etc. have very little meaning in areas which have not yet understood the implications of money economy and where producer's margin of profit is negligible.

Section 9

SURVEYS, EVALUATION AND METHODS OF REPORTING

Surveys and reports need substantial revision both in method and form. Collection of basic data and the preparation and maintenance, analysis and ultimate use of reports need to be improved. In most of the blocks, surveys have been prepared very perfunctorily and once prepared they do not appear to have been used; the purpose for which they are prepared is thus forgotten. Surveying and reporting, therefore, rarely lead to effective direction from higher to lower levels.

9.2. At the Centre, we were unable to obtain the quarterly progress reports for quite a number of the blocks. In fact, the question whether the reports are to be received and processed by the Programme Evaluation Organisation or the Progress and Planning Officer was not decided till recently. The result is that contradictory data are to be found in authoritative publications, As an example, we mention that the Review of the First Five Year Plan issued by the Planning Commission, the Annual Report for 1956-57 issued by the Ministry of Community Development and the Report on the Community Projects Administration for 1955-56 give the number of blocks opened in the First Five Year Plan period as 1160, 1190 and 951, respectively. Other similar discrepancies have also come to our notice.

9.3. The records prescribed for maintenance by Gram Sewaks are often numerous and complicated; the need for their simplification is obvious. At the same time they are not really comprehensive. The multiplicity of the departmental reports has to be reduced, on the one hand, and the scope of reporting extended to cover all aspects of the programme included in the Second Five Year Plan, on the other.

9.4. In reporting as in other matters, a coordinated approach is essential. The revenue set-up in the administration, the planning set-up and the statistical department should, as far as possible, work as a unified agency. Data regarding the area brought under the improved seeds, green manuring, irrigation or special improved methods of cultivation like the Japanese method of paddy cultivation, etc. can be collected by the local school master who, we suggest, be given a small remuneration for this work.

9.5. The Gram Sewak should maintain a handbook-cum-diary, which besides containing information useful to him, should indicate village-wise targets and achievements for each month in respect of each individual

item. This will help him to concentrate on the short-falls and also help the Block Development Officer and other supervisory staff to find out the exact, complete and up-to-date position under each head. The Planning Research and Action Institute, Uttar Pradesh, has published[1] a form suitable for the conditions existing in that State. Other State Governments would no doubt prescribe their own forms for their Gram Sewaks. At the block level, the extension officers as well as the Block Development Officer should, we recommend, maintain a similar handbook-cum-diary in which they should record similar information for the block as a whole.[2] This will help the district level officers to keep a watch on the progress of work in the different blocks and to ensure that the pace of such work is satisfactory.

9.6. At the block level, it may be useful to provide a progress assistant who will be in charge of coordinating the statistical work relating to all the branches; he should also look after crop cutting surveys and special studies. This post has been provided for in the schematic budget but has not always been filled. At the district level a district statistical officer should form part of the district team. He should work under the guidance, supervision and the technical control of the Director of Economics and Statistics or his equivalent and administrative control of the Collector and be available to all branches of district administration. At the State Headquarters, a statistical unit should be set-up, if not already in existence, to collect and analyse statistical information from survey reports and progress reports. The work relating to tabulation and analysis should be done at the State Headquarters and consolidated figures should be supplied to the Ministry of Community Development, Planning Commission, subject-matter Ministries, Programme Evaluation Organisation, Central Statistical Organisation and others interested. Reports for all the blocks need not come to the Centre. The Programme Evaluation Organisation and others interested in the intensive study of individual blocks as a sample may specifically ask for the same. All this, in full, can lead to greater coordination and less waste of time and man-power.

9.7. Progress reports in some of the States are legion. These should be rationalised and replaced by a few comprehensive and coordinated reports. Here again, we mention that the Planning, Research and Action Institute in Uttar Pradesh has devised certain forms[3], which though primarily intended for that State, may help other Governments in evolving their own forms.

1 Vide Appendix 12 (a)

2 Vide Appendix 12 (b)

3 Vide Appendix 13

9.8. The Gram Sewak should submit his report in three parts, general progress, people's contribution and programme for the next month; the first part viz. the general progress, may consist of two sections—statistical and analytical,—the latter indicating significant successes or failures, their causes, difficulties experienced and suggestions for improvement. Report by the extension officers at the block level should similarily be in two sections. On the other hand, the Block Development Officer's report will be only an analysis of each extension officer's report. Copies of this report should be submitted to the Collector and to all district level development officers on the one hand and to the block level extension officers and the Gram Sewaks on the other.

9.9. The district level officers of the various departments should consolidate the reports of their own departments received from the block and send copies of each to their block level extension officers and the respective Block Development Officers, to the District Collector and to the head of his own department. The Collector in turn should send his consolidated analytical review to heads of all departments and to regional officers as also to the Development Commissioner and the officer in charge of the statistical unit of the State.

9.10. We have considered with some care the question of the periodicity of these reports. Some have suggested that they should be monthly; others quarterly and yet others six monthly. Considering the way in which the things are being done now or can be done in the next few years even with the proposals which we have made, we consider monthly reports for too frequent to be useful. On the contrary, they will occupy a considerable part of the time of the various officers concerned, the time which can be more usefully employed. Their use at higher levels will be very little, because of the time lag involved in the commencement of their preparation at the village-level and their arrival on the table of the Development Commissioner. Six monthly reports, on the other hand, will not reflect the changes in the country-side as rapidly as we would desire. We, therefore, suggest that, to begin with, all these reports should be quarterly.

9.11. The emphasis in the statistical as well as the analytical reports should be not merely on the starting of activities, but also on their maintenance, growth and quality. For instance, they should not only indicate how many community centres have been set up or how many acres of land planted with trees, but should also show clearly how many of them are surviving and how many are being properly maintained.

9. 12. A critical analysis of the weak and strong points and recommendations as to improvements and new methods should be done by each worker once a year. It should be an annual analytical review and should contain recommendations for improvements at each level. This should be in addition to the seasonal review of different activities at the close of the season. Each State should prescribe which item should be reviewed in which quarter of the year in different regions.

9. 13. In the checking of progress of development plans in the villages we feel that local opinion can be usefully harnessed. The quarterly reports of the Gram Sewaks together with charts and diagrams of some significant items of activity can be displayed on the notice boards of the village panchayat and at the information centres. Similar steps can also be taken at the block headquarters or later at the panchayat samiti office. This apart from its educational value will instil among the participant public a feeling that they are being consulted at every stage of development, i.e. planning, execution and evaluation.

9. 14. In regard to the problem of evolving suitable progress indicators, it must be remembered that statistics alone are insufficient and that the analytical portion of the report should be used for setting out the significant features and the conclusions to which they lead. The progress indicators will necessarily have to form part of the quarterly analysis. The comparison of achievement as between different units of area, of different parts of the same area, or in relation to the total need or potential, or in relation to the efforts or resources spent should be brought out in the body of the analytical report at the close of each quarter. Apart from the progress indicators for various items under each programme of development, composite indices for each sector of activity should also be worked out at different levels so as to reflect the progress of each programme as a whole at each level on a comparable basis. This has not been attempted so far and we hope that the material provided in Appendix 14 will be useful for States to examine and accept.

9. 15. About the Programme Evaluation Organisation of the Planning Commission, we do not consider it necessary to make any observation or recommendation. We would, however, suggest that the States can profitably organise similar evaluation either of the programme as a whole or certain aspects of the programme. Some States have done so and we would suggest that others also should. It is not necessary for each State to have a permanent organisation but *ad hoc* bodies can be set up for this purpose. Certain Universities also have undertaken special studies in community development and its effects. We commend this as a type of work which can be undertaken by our higher educational institutions.

Section 10 **TRAINING OF PERSONNEL**

The Ministry of Community Development, some time ago, appointed an Expert Committee to review the arrangement for training personnel for work for the community development programme. We have studied the report of the Committee with great care. We have also visited various training centres and held discussions with the teachers and the taught. We have further benefited by discussions with representatives of the State Governments. In this Section, we are summarising our views on the subject.

(A) Gram Sewak

10.2. The minimum academic qualification for direct recruitment is Matriculation, post-basic or their equivalent. Sometimes, applicants are found to possess a diploma in agriculture. They should be a welcome addition to the Gram Sewak's cadre and in their case the training programme proposed should be abbreviated appropriately. The age limits for direct recruits may be 18 and 30 years; departmental candidates should be taken purely on the basis of merit and may have to be allowed a relaxation in this respect upto 40 years. While it is generally recognised that the candidates must have a rural background, what is "rural background" is generally left vague. Candidates whose parents or guardians live in non-urban areas and who themselves spend their vacations at home should be considered to possess a rural background.

10.3. In the matter of selection, physical fitness, power of endurance, general knowledge, aptitude for development work, leadership and initiative, power of expression, power of adjustment, histrionic talent and personality should all be taken into consideration. There should be tests for all these; the tests and interviews will, therefore, have to be spread out over a number of days. As right selection is of importance, we suggest that a guide book could be produced by the Ministry of Agriculture or by a committee of development commissioners for the benefit of the selection boards.

10.4. Weeding out of unsuitable personnel is a matter of which the principals of training centres appear to be very chary. It must be remembered that unsuitable personnel passing through a long course remains an economic and administrative liability; the earlier he is weeded out the better both for administration and for himself. We would urge that this matter should be given due importance in all training centres for Gram

Sewaks as also for other personnel.

10.5. The principle of integration has been accepted in the training of Gram Sewaks but we found that in some training institutions this integration is assumed to be complete by merely grafting extension on basic agriculture. This, however, is not sufficient for our purposes. Integration must start from the beginning of the course with an integrated syllabus and integrated teaching. We feel that this question of integration should be discussed by principals of all the training institutions sitting with the technical officers representing various aspects of the training. Only then can a really useful and correctly integrated syllabus be drawn up.

10.6. We also consider that the agricultural part of the syllabus has to be improved very considerably and made equivalent to that of the recognised diploma courses in agriculture. The Gram Sewak will, certainly during the next few years, have to be more effective in the field of agriculture than he has been so far. We are not satisfied that with the type of training he has been receiving, he has been able to make any special mark in this all-important field and for this reason, we emphasize the need for giving him a much better training in agriculture. We also suggest that the syllabus, so far as agriculture is concerned, should be drawn up in consultation with the Universities so that the qualified Gram Sewak, after a prescribed number of years in the field, should be eligible to join the degree course in agriculture without starting at the bottom of it. Apart from this, we suggest that this training should include the following items:

(a) use of a simple medicine chest;

(b) elementary survey training and measures for soil conservation;

(c) elementary knowledge of revenue matters, particularly those relating to development work;

(d) techinques of group study, planning and work;

(e) working through panchayats and cooperatives;

(f) practical training in the use and maintenance of agricultural implements;

(g) castration and inoculation;

(h) general economics of rural industries and familiarity with simple improved tools for such industries;

(i) a working knowledge of elementary (basic) education;

(j) a knowledge of social education;

10.7. The medium of instruction should be the regional language except at those centres which have to cater to more than one language group. We may add that in the long run there should be at least one such training centre for each recognised linguistic region. The progress of the trainees should be evaluated continuously and systematically. The number of institutions for training Gram Sewaks is now fairly large. It would, in our opinion, be useful, not merely to arrange to conform their teaching to certain standards, but also to arrange for occasional inspections of these institutions. The method of job training has been emphasised very considerably in all institutions but we fear that the emphasis is more in theory than in practice. We would, therefore, suggest the following steps:

(i) a block must be attached to every training centre and close inter-relation established between the block staff and the staff of the training centre;

(ii) the first month of the training should be devoted to the approach to rural problems and thereafter the trainees should be plunged into the process of learning through doing in close association with the Gram Sewaks working in the block. The instructors should accompany each batch of trainees and the batch should spend a number of nights at a time out in the village; and

(iii) if Gram Sewaks, S. E. Os , Extension Officers and B. D. Os are all being trained at the same place, they should form composite teams for the purposes of field training.

10.8. There is a proposal to take 200 hours out of the present 18 months for imparting to the Gram Sewak some training in rural industries. We are doubtful whether such short training will be of any special use; but apart from this, the proposals we have made themselves require that the total period of training should be very much more than 18 months. The diploma course in agriculture is a two-year course, though admittedly there are a number of holidays and vacations and the boys do not always put in a full day's work according to current conceptions. We, therefore, suggest that the integrated course on the lines, indicated above, should be for full two years with, perhaps, a brief break in the middle but no long vacations; almost all the religious festivities should take the trainees right among the villagers, not merely to give them an opportunity to enjoy themselves but also to understand the rural atmosphere. Some of the training centres, now functioning in different parts of the country, appear to be inadequately staffed or equipped for the large number of trainees attending

them. Where training is intensive and integrates theory, practice and extension, overcrowding may well defeat the whole purpose. We, therefore, feel that there must be a prescribed teacher-pupil ratio in all these institutions; perhaps 1:10 would be a desirable ratio but upto 1:15 may be permitted in case of need. We would also stress that it is necessary to train the trainers themselves both in the art of teaching as also in the theory and practice of extension work, a matter which has so far received scant attention.

10.9. These training centres should be invariably located in genuine rural areas; otherwise, we cannot provide the trainees with conditions similar to those in which they will have to function after the training. Agricultural research institutions and these training centres should keep in touch with each other, the staff of the two closely collaborating. Problems and questions will often go from the field to the training centre and from the training centre, they have to find their way to the research station.

10.10. Frequent instances of transfers of the staff at the training centres has been noticed in many places. This is obviously bad both for the instructor and the trainee. On the other hand, quite a number of instructors eagerly await the chance to get back to their parent departments, and for various reasons. It is essential that conditions of service particularly in the matter of housing accomodation and children's education of these instructors should be improved to permit them to settle down to their work without strain or dissatisfaction.

10.11. Assessment at institutional level and supervision now obtaining are not satisfactory. In the meantime, the training programme is expanding rapidly involving many more trainees and instructors. Apart from supervision, the assessment of training institutions as such has become imperative. Institutional assessment would mean looking into the qualifications of the teaching staff, organisation of the training programmes, training facilities available, the methods of internal evaluation of the work of trainees, the standard of teaching, etc. Wherever an institution is below the requisite level of efficiency, necessary steps will have to be taken either to improve it or to drop it. As we went about studying Gram Sewaks training centres, the need for such assessments pressed itself upon us obstinately. We recommend that immediate steps should be taken in this direction both by the State Governments and by the Central Ministries concerned.

10.12. Follow-up work of the trainees in the field continues to be one of the weakest links in the training programme. The weak-

ness at this point is all the more distressing because follow-up work indicates whether the training is adequate to meet the needs of the field and results in the field experience coming back to improve the training programme. A detailed note on this is being given separately[1]. This follow-up work together with periodical refresher courses and in-service training in specific fields and programmes should make the Gram Sewak an effective instrument for community development.

10.13. We have noticed that in many of these institutions equipment and tools are not being made use of by the trainees. The supply of visual aids and the training in the production of such aids continue to be unsatisfactory. Libraries attached to the training centres appeared in many instances to be of equally little use. We were distressed to notice that Gram Sewaks, with few exceptions, exhibited little desire to keep abreast of current progress in community development by reading even such literature as is available at the block headquarters. The habit of keeping abreast of time can be inculcated only at the training centres and it is essential that the persons in charge of such centres should give special attention to this matter. It should be insisted that the training centres should have attached to them an adequate agricultural farm as also a veterinary dispensary, a poultry farm and a dairy.

10.14. In our view, a scheme of apprenticeship as part of the training programme needs to be drawn up for every Gram Sewak. It would be good if the State maintains an exhaustive list of efficient Block Development Officers working in different parts of the State. All Gram Sewaks should be attached to such Block Development Officers for a period of at least one month in small batches, the smaller the better; if possible, this one month should not be included in the two years of training which we have prescribed.

(B) Gram Sewikas

10.15. The question of the recruitment and training of Gram Sewikas has to be studied afresh in the light of the experience gathered in the past few years by the community development organisations in the different States as well as by the Central Social Welfare Board. The middle school or the 8th standard of the higher elementary schools has generally been the prescribed minimum educational qualifications, but relaxation of this minimum has been so frequent that in many cases, the Gram Sewikas are "barely literate". We would urge that, as far as possible, the S. S. L. C. or the matriculation should be the minimum qualification and to secure

1. Vide Appendix 15.

the necessary number of candidates so qualified, a drive must be made for special stipends in the high school classes of girls' schools. It may also be possible by offering higher scales of pay to induce matriculate women teachers with a rural background to offer themselves for appointment as Gram Sewikas.

10.16. The Gram Sewika's work is of a responsible nature and her course of training needs a reasonably high academic qualification if she is to benefit from it. The age range for recruitment may be between 18 and 35 years, but considerable relaxation will have to be made in individual cases as the question of getting the proper type of women candidates is complicated by a variety of family, social and caste factors. The rural background is very much more important in the case of Gram Sewikas, as the gulf between the town-educated girl and her rural sister is very much wider than the similar gulf between the town and village boys. At the same time, it will be difficult to obtain even a fair proportion of our requirement from girls with rural background. For this reason, we suggest that the education in girls' high schools, higher secondary schools and multipurpose schools should be given a greater rural slant than at present, and, for the time being, aptitude for social work should be considered an adequate substitute for rural background of the candidate.

10.17. We have already indicated that the present syllabus is unrelated to reality. The Expert Committee on Training emphasised that "the training course should be to give them (Gram Sewikas) a sound idea of personal hygiene and sanitation, child care, kitchen gardening, poultry-keeping, looking after cattle, particularly milch cattle, nutrition and preparation of simple clothing suitable for villagers"; and we would add to this list an idea of the methods of approach to village women and some knowledge of two village industries (not just confined to spinning and low-quality embroidery). We recommend that no time should be lost in changing this syllabus.

10.18. That Committee also observed that "the specific problem of rural women which has been the special concern of the persons trained by them (Gram Sewikas) has not figured prominently in the training of the instructresses" themselves. We endorse this view and recommend that the training of the instructresses should not be based on foreign conceptions but on the conditions of our village. Training abroad can be useful only after they have lived and worked in and learnt the realities of our village life. We also suggest that these instructresses should be put on field jobs for a period of not less than one year at a time and at intervals of not more than three years. It is only then that they will be cons-

tantly aware of the purpose for which the trainees are being trained.

10.19. To each training centre should be attached some land for a flower garden and a kitchen garden, which should be organised and maintained by the trainees themselves under the guidance of one of the instructresses. The centre should also have a small dairy in it with not less than 10 heads of cattle, a small poultry farm and an apiary.

10.20. The period of training may have to continue to be one year even though later on it may be useful to increase it; for the present it will be necessary to arrange for frequent seminars on an inter-district basis as also to give the Gram Sewikas in-service training. Coordination of the work of Gram Sewaks with that of Gram Sewikas is somewhat difficult than appears on the surface. A careful study should be made of the work of a number of Gram Sewaks and Gram Sewikas to find out at what points they can do best by collaborating with each other.

(C) Social Education Organisers

10.21. We think that candidates should possess a university degree; past experience in practical social work under well-known institutions should be considered a useful additional qualification. Rural background must certainly be stressed. The age limits can be kept at 21 and 35 years. Social Education, more than any other part of the community development programme, depends upon the aptitude of the worker for social service. Selection Committees should, therefore, have the discretion to relax academic qualification provided candidates possess practical experience of not less than five years of full-time activity in adult education or social work and also possess a good working knowledge of English and the regional language. As in the case of Gram Sewaks, the tests, preliminary to recruitment, should cover a wide field and will, therefore, be spread over a number of days. The present syllabus can be left intact for some time at least. There is, however, a need to spell it out carefully in a detailed manner and for this purpose we recommend that the period of training should be extended to one full academic year. The question of syllabus has been discussed at the seminars of instructors held at Himayatsagar in 1955 and at Udaipur in 1956. A few further elucidations have been furnished by the Ministry of Community Development in relation to such subjects as village industries, information centres, etc. Ample material is already available on which to base the curriculum. The medium of instruction and the length of training are closely interlinked, especially where the Social Education Organisers' training centre admits trainees from different linguistic areas. Where the trainee is being taught in a language different from his own, not merely does field training become difficult or even useless, but even class work may require a very much longer period

than one academic year.

10.22. In regard to audio-visual aids, while some equipment is made available in the training centres, instructors will have to impart knowledge not only of the use of these aids, but of the production of these aids.

10.23. Mr. Carl C. Taylor in his "Analysis of the Community Development Programme" has stressed that every S. E. O. should become a specialist in group and community organisation and has added that, "practically none of them has proved that he or she can organise village communities." This is a grave indictment. It is, therefore, necessary that S.E.Os. should get good grounding in the art of community organisation.

10.24. In view of the fact that no S. E. O. will have any field staff under him, he will have to be given training in the art of working through others and particularly through school teachers, members of cooperatives and panchayats, members of clubs and through village teachers. It is essential that there should be ample scope for field work which should form a substantial portion of the period of training.

10.25. Direct oral instruction must be reduced to minimum and the technique of instruction through group discussions and seminars must be adopted. Unless this method of teaching is adequately stressed at the training centres, S. E. Os. will remain largely public lecturers in the field; whereas, it is in the field that learning and understanding must take place largely through groups of village people sitting together to analyse and study their own problems. The trainees should be trained in this art, partly by theoretical instruction at the centre in the various issues and methods of publicity and group dynamics and even more by practical training in these methods and techniques of explanation by actual demonstration during village visits, and camps under the guidance of instructors.

10.26. Follow-up work will be as necessary in regard to S.E.Os. as in the case of Gram Sewaks. This may be on the lines indicated in a detailed note given in Volume III.*

(D) Block Development Officers

10.27. We have already indicated that these officers may be drawn from the junior administrative service cadre of the State. We consider the present syllabus adequate but emphasis has to be shifted from the job orientation method to items like administrative coordination, democratic planning from below and techniques of group planning and action by

* Vide Appendix 16.

officials and non-officials. The teaching processes should invariably be in the form of study groups and field work. It will be distinctly advantageous to have the Block Development Officers' training centre at the same place as the centre for training some one or more categories of block level extension officers. The period of training has to be increased at least to six months. What we have mentioned here about the Block Development Officers training applies equally to the training of the chief executive officers of the panchayat samities.

(E) Other Personnel

10.28. Village leaders and village school teachers may be given short-term courses of training to generally help in the work of social education and community development. Where such training is conducted under other auspices, the S. E. O. trainees may go there to observe and study the training programme.

10.29. The training of personnel at higher levels has a direct bearing on the training and work of the B. D. Os. Right administration can strengthen the whole work of community development. In some suitable manner, Sub-Divisional Officers, District Collectors, heads of departments should be given quick and effective orientation in regard to the various issues of community development and particularly in regard to co-ordinated administration.

(F) Extension Officer (Industries)

10.30. We feel that we have to examine in some detail the recruitment and training of Extension Officers of Industries as this line of work is still in its early stages.

10.31. Generally, a degree in science should be considered sufficient as the minimum basic qualification. The age limits may be 21 and 35 years.

10.32. The present training course is divided into two phases; one in the Regional Small Industries Service Institutes and the other at the Mahavidyalayas run by the Khadi and Village Industries Commission. The emphasis of training is rightly on providing information regarding various sources from where assistance regarding finance, marketing, organisational methods and improved techniques might be available. We feel that it is equally necessary to provide for a measure of training in technical skill in some of the cottage and village industries. We appreciate the view that with the large number of industries to choose from even within one single State with technical assistance to help him in the various

lines, this particular training may not be directly useful to the extension officer. But, we think that insight into one industry will make him understand other industries more quickly than if he has no technical knowledge of even one industry.

10.33. The over-all need of personnel in this field is very large and the existing capacity of training centres is reported to be about 100 per year. Steps must be taken by the Ministry of Commerce and Industry at the Centre and the departments of industries in the States to work out schemes for increasing this output.

(G) General

10.34. In all these training programmes and their syllabii, we would urge that greater attention should be given to the methods of communicating scientific and technical knowledge to the villagers. Most of this training is not to add to the technical knowledge of the trainee but to make him suitable as the vehicle for conveying to the villagers such knowledge as is available in the block staff either at the block level or at the village level. This particular aspect of our programme, therefore, needs special emphasis in all the training centres. That again means that the staff in these training centres should understand and appreciate these methods. In-service training, follow-up work and all similar suggestions made for the Gram Sewaks should be considered necessary for most other types of training, which we have recommended.

10.35. In the light of the various recommendations made by us, it is obvious that the existing training facilities will have to be immediately enlarged considerably. It may not be possible to start new institutions for this purpose; nor will it always be necessary. There are at present 11 Rural Institutes functioning in different parts of the country. We have visited some of them and found the atmosphere the right one for the training of Gram Sewaks and of Social Education Organisers; some of them are actually being used for this purpose; some others may need a few extra facilities before they can be so used. These institutes are recognised and aided by the Government of India and we suggest that State Governments should, in consultation with the Central Ministries concerned, examine to what extent the existing facilities for training one or more categories of development personnel can be supplemented by making use of these institutes.

Section 11 **FARMING**

A. Agriculture

Material progress in the agricultural sector can be judged only by the total increase in production. Statistical data available for this sector are, however, not always as satisfactory as we would desire. Even so, we have been able to work out certain conclusions* based on the data supplied to us by the Ministry of Community Development. These data take into account all factors of additional production except improved farming practices, viz., use of improved seeds and fertilisers, additional area brought under irrigation and area freshly reclaimed. Computations on the basis of these data indicate that the all-India average of additional food production in the Community Development and National Extension Service blocks comes to only 10.8 per cent, varying in individual States from 2.7 per cent to 19 per cent; only Andhra Pradesh shows 41.4 per cent. These figures make unhappy reading and merely emphasise the need for greater attention to the agricultural sector in our schemes of community development.

11.2. We have not been able to obtain from the Central Ministries State-wise targets for additional production of different crops; nor could we find out by what particular means the additional production is intended to be achieved nor have they indicated to the States the exact figures of supplies like fertilizers, cement, iron etc., available. In some of the States, the Statewise figures have not been broken down to the levels of the Gram Sewak's circle or even the block. It is essential that this should be done to make the block staff keenly aware of the urgency of the situation, and also to communicate that sense of urgency to the farmers.

11.3. Since before the Royal Commission on Agriculture submitted its report right down the present day, frequent and detailed examination has been carried out and recommendations and suggestions offered about the means of increasing agricultural production by various methods, such as the use of improved varieties of seeds, fertilizers and other manures, irrigation, improved farming practices, reclamation of land, prevention of soil erosion, use of pesticides, etc. We do not consider ourselves competent, nor do we consider it necessary for us to examine these matters afresh. We have, however, studied in some detail in what respect the current procedures and practices have not yielded the desired results and make the following recommendations to remedy defects in them.

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* Vide Appendix 17.

11.4. The figures made available to us show[1] that the all-India average for the quantity of improved seeds distributed per year per block is 2468.20 maunds per block. This is obviously a most unsatisfactory figure. The extent of saturation[2], which is equally unsatisfactory, naturally varies from block to block and from crop to crop. Apart from this, we have noticed that little attention has been paid in most of the regions to evolving and distributing large scale improved varieties of the coarser grains as also improved strains of other grains suitable for unirrigated lands. We would recommend greater attention to research in these fields. Even where a suitable improved strain exists, it is not always that lack of adequate supplies is the cause for not saturating the area with it. Often, the farmer is either unaware of its existence or is not convinced of its quality. It is here that demonstration with controlled plots is useful and necessary. While much has been said about the need for this demonstration, we are not satisfied that in all the areas Gram Sewaks have been carrying them out[3]. Complaints have been made to us that supply of seed is sometimes untimely and often inadequate. There is also the absence of timely credit facilities. For this, distribution of improved seeds on the basis of 'sawai' or smaller additional percentage seems to be the only effective remedy. A more important cause for the farmer's unwillingness to take to newly introduced improved strains is the fear of non-germination. This has to be dispelled by more frequent germination tests than are carried out at present.

11.5. In the Second Five Year Plan period 4,328 seed farms, each of about 25 acres, are proposed to be started in the block areas; to each will be attached a seed store. Despite the decisions taken at the State Agriculture Ministers' Conference at Mussourie that these be established within the first three years of the Plan period, the progress so far made is disappointing. The latest figures[4] available mention that 432 seed farms have so far been established. We are aware that there might be procedural as well as local obstacles, but unless these are overcome, we do not perceive how the scheme can be implemented and produce results according to Plan.

11.6. There are two systems of distributing improved varieties of seeds—one is that of establishing a chain of seed stores from which improved seed can be issued to farmers and the other that of arranging an exchange on a mutually agreed basis of the current variety of grains with the improved seed grown by selected growers. Both have been tried and found to succeed in some areas; while the former system needs more finance, it

1. Vide Apprendix 17.
2. Vide Appendix 18.
3. Vide Appendix 19.
4. Vide Appendix 20.

ensures greater purity; while the latter which is less insured against occasional mixture is cheaper and can be adopted forthwith in every village. In either case the agricultural extension officer of the block and the Gram Sewaks in cooperation with the local panchayats and cooperatives should ensure that the supply never fails; also a mininum reserve stock will have to be prescribed to be maintained at some point.

11.7. In the matter of supplies of any new items, demand for which is uncertain or seed of which perishes rapidly (e.g., potato seed), it has been suggested to us that a guarantee should be furnished by the Block development Officer to the cooperative society or to the panchayat that 90 per cent of the indented supplies will be sold off within the specified period and that the loss, if any, on account of lack of demand will be met from out of the N.E.S. budget. We commend this suggestion for the consideration of the State Governments.

11.8. One of the main reasons for the general low level of agricultural production in India is the widespread acute deficiency of soil nitrogen and no effort for improving production will succeed if it ignores this fundamental fact. It is gratifying that the trend of consumption of sulphate of ammonia has shown steep rise in recent years; but the supply has failed to keep up with it.

11.9. In 1951 the consumption of sulphate of ammonia was 2.82 lakh tons according to the figures available to us; in 1957 the demand was 13.41 lakh tons. The overall shortage for 1957 is estimated at 3.06 lakh tons and this is estimated to rise to 6.1 lakh tons during 1958-59, local production in terms of sulphate of ammonia being only 5.4 lakh tons a year. Severe shortage will continue unless new factories are set up or large scale imports are arranged. We are aware of the difficulties in both respects. This year, due to the intense propaganda by the Gram Sewaks and by the extension officers the demand for fertilizers rose very high in certain States and then, almost at the last minute, they were informed that the promised supplies could not be made available. The result of the disappointment of all the farmers is obvious. It is essential that in future all States are informed well in advance about the exact quantities which will be definitely made availabe to them. Also the Central Government should explore all possibilities of increasing local production of chemical fertilizers.

11.10. Of all the commonly available sources of nitrogen, green-manure and rural composts have distinct possibilities of wider application, provided a simple method can be found to enable the average cultivator to take to these at very little extra cost. If the cultivator can grow the

required green manure seeds without setting apart land for this purpose, if he can raise the green-manure without foregoing a crop, if he can raise near his land the leaves and plant materials required for composting without affecting the crop, if he can produce the compost in a part of his fields and avoid the problems of transport, then we should have found the key to some of the difficult problems of agriculture.

11.11. In every field whether irrigated or not, it is possible to produce its full requirements of organic manure in all areas with over 20 inches of rainfall. By growing the green-manure plants or shrubs on the borders of fields, it has been demonstrated in many parts of Madras that the usual crops are not affected. Similar experiment deserves to be tried in other areas also. A small 2 to 4 oz. packet of green-manure seeds of *Dhaincha* or *Sesbania speciosa*, costing about one anna, helps to sow on the borders of an acre field or raise seedlings required for such planting. This will produce, by the time of harvest of the main crop, the seed necessary for raising green-manure on the same field in the next season, before the main crop is cultivated. Perennial plants like *Ipomea-carnea*, which are not eaten by goats or cattle, can be easily multiplied from cuttings and can provide in most regions of the country an abundant supply of material for composting. Other perennials like *Glyricidia*, *Indigofera teysmanii*, *Sesbania aegyptiaca* are also in wide use for this purpose. Experimental work already done shows that manuring not only increases the yield of paddy but lowers its water requirements as well. Extension of green manuring, which is the cheapest form of manuring paddy capable of very rapid extension within a short period, will also help to some extent to tide over the failure of the monsoon at critical periods.

11.12. The principles of self-help and self-reliance which underlie rural developmental activities have their fullest applications here. The solution to the problem is simple: the actual method of implementing it depends on the initiative and imagination of the Gram Sewak. For, he has to plan ahead to produce the seeds and distribute seed-packets or the plant materials required for each village and convince the cultivator that with a little systematic effort he can grow every year all the organic manure for his field and thereby not only improve the yield but also reduce the cost of cultivation.

11.13. It has been suggested to us that special irrigation facilities should be given to the raising of green manure crops such as, supply of water at concessional rates. We consider this an excellent suggestion and commend it to all State Governments.

11.14. Some of the Government farms in the country purchase organic manure from outside. This should be definitely stopped. Every field should, as far as possible, produce its organic manure, if the problem of nitrogen deficiency on over 300 million of acres has to be solved effectively and it can be done within two years if there is a concerted effort through village panchayats to convert every field into a 'factory' to produce its own requirements of manure without detriment to the prevailing cropping practices.

11.15. Another common source of nitrogen for the fields is the farm-yard manure. A good portion of the cattle dung is burnt for want of cheap fuel, and a fairly sizeable amount of it is simply not collected. Composting of farm-yard manure to raise its nitrogenous value has not been able to make any significant headway. Compost pits once dug have been subsequently abandoned. Apart from the non-availabilty of land near the village site, the main difficulty in utilising farm-yard manure is the distance of the compost pits from the cultivator's house. This can be removed by using a wheel-barrow for its transport to the field. Village panchayats can buy a few wheel barrows and supply them to the farmers on hire. The value of composting and the correct method of compost making should also be explained to the women-folk who mostly attend to this work.

11.16. Night-soil is a very valuable source of local manure. Arrangement for the use of night-soil compost as manure exists only in cities and large towns. The scheme has yet to be extended to smaller towns and villages all over the country. Where large congregations of people assemble either in institutions or fairs, night-soil and urine available should supply a sizeable amount of manure for the country. The scheme of composting town refuse should be extended to all Municipalities and large villages so that the large quantities of refuse which now go waste can be utilised for increasing agricultural production.

11.17. The Ministry of Agriculture has prepared two schemes, one for the larger and better utilisation of local manurial resources for the production of manures in villages, and the other for the production of compost manure from night-soil in the villages. The first scheme is intended to cover all the N.E.S. and C.D. Blocks. These schemes are expected to cost about Rs. 2,86,00,000. The schemes provide for the appointment of a compost inspector for each development block in addition to three field manure officers and a Bio-chemist in the State. The programme for the training of compost inspectors and selected farmers has also been drawn up. We have examined this staffing pattern and have discussed it with all the States. We recommend that this pattern should be changed ; and an extra

agricultural extension officer for each block and a little special training for all extension officers, would achieve far greater results and at the same time solve the problem facing us *viz.*, that the volume of agricultural extension work at the block level is more than what one officer can effectively manage.

11.18. Mr. M.L. Wilson, in his *Survey of the Community Development blocks*, has said that—

> "My general observation in the blocks was that much greater attention should be given to teaching and demonstrating the fundamental principles of soil management. Teaching the importance of humus, green manuring crops and the necessary steps that must be taken in the system of farming to give maximum production, are very essential. It is the development of this approach which, together with proper irrigation, gives the high yields that result from intensive cultivation. The work that is being done in composting is very much to the good, but no attention is being given to one of the great fertilizer resources—the liquid manure of the cattle."

11.19. Each Gram Sewak should arrange in respect of every new item of improvement—seed, fertilizer, cultural practice, etc., in each of the villages in his circle at least five demonstrations on controlled basis on cultivators' fields and thereby demonstrate its relative merits and superiority over the practice in vogue. This is a matter which needs serious attention from the Governments. The course of training in agriculture now prescribed for the Gram Sewak may need revision in the light of these observations.

11.20. Here we would like to mention one important point which has been brought to our notice by various persons—-officials and non-officials. The pay-scales of agriculture and veterinary graduates in many of the States are very low. Considering that young men going in for these courses can usually find employment only under the Governments or under local bodies, these pay-scales generally discourage boys of more than average calibre from taking up studies in agriculture or animal husbandry and very few young men, who have passed their Matriculation or Intermediate Examination with credit join agricultural or veterinary institutions. This matter needs urgent consideration of all State Governments and of the Government of India.

11.21. In the block areas as elsewhere little has so far been done to eliminate pests and diseases affecting agricultural produce. We suggest

that model schemes of plant protection covering groups of blocks might be prepared by the staff at State headquarters. These schemes can be applied to the block staff who could mobilise local opinion and effort at working them out. Efforts so far made for the destruction of rats and white-ants have been sporadic and have not shown any perceptible results. Special emphasis will have to be laid on the use of cheap bamboo rat-traps as also of rat-poison etc. Extermination of monkeys, parrots and *nilgais* has sentimental and even religious aspects. We have noticed that in some States this has been done effectively and we would commend to the others active steps in this direction.

11.22. Plant protection centres should, we suggest, be run by the State Governments either on their own, or on behalf of the Central Government. No plant protection centre need be run by the Central Government directly except for the purposes of research. The State Government should, of course, take full advantage of the advice, guidance and financial assistance provided by the Central Government in carrying out plant protection measures. We feel that the centres at present run by the Central Government directly, except those for locust control work, should be transferred to the State Governments.

11.23. The need for extensive soil conservation measures is being increasingly recognised, but the progress made in the field is still disappointingly meagre. Soil conservation measures especially contour bunding seem to be handicapped by paucity of trained technical personnel. The obvious need is to make increased use of the existing training facilities in this respect. As to the actual manner of extending the field activities, we have found that the State of Bombay is doing it through its departmental agency and has shown striking results. In the Etawah District of Uttar Pradesh has been initiated a programme of soil conservation as an integral part of the general programme of development of agriculture on the basis of self-help, the State providing technical guidance, loans, subsidies, etc. We would suggest to all the States that both these methods may be examined for adoption of whichever is found locally suitable. Possibly a judicious combination of the good aspects of the two schemes will yield the best result.

11.24. Improved farming practices are slow to spread due to the psychological resistance of the conservative farmer. In spite of this, what has been known as the 'Japanese method of paddy cultivation' has spread with fair rapidity. We have noticed that this method is being stereotyped a little without taking into consideration the need for local adaptations. Sometimes it is possible to adopt only one of the practices

involved in the Japanese method (for instance line-sowing and inter-culture) and thereby increase the yield even when other practices cannot be followed for any special reason. For other crops and even for paddy itself there may be special locally evolved but not widely known practices which may be found useful elsewhere. A thorough study of different practices current in different parts of the country itself may lead to adopting one or more of them all over. We recommend action to this end.

11.25. So far, agricultural engineering has been one of the neglected aspects of our farming programme. Gram Sewaks do not seem* to be acquainted with use of some of the implements newly sponsored by the State. It would be useful if the District Agricultural Officer institutes short courses to give his Gram Sewaks a fair knowledge of the use of the implements which he desires to introduce in his district. Once a large number of such implements has been brought into use, it will be necessary and useful to start one or more workshops for their repairs and possibly local manufacture and these workshops can be made over to local cooperatives. There are certain types of appliances which our farmer can use even now without mechanising the principal farming operations, like pumping sets. With the increasing rural electrification, advice about the use, availability. prices, etc., of such equipment should be made available to the farmers. The panchayats and the multipurpose co-operatives should be encouraged to purchase and store these and some of the cheaper implements either for sale to cultivators who can afford to buy them or to be given on hire to less substantial farmers.

11.26. The farmer's desire to increase agricultural production can be created and sustained only by the assurance of a reasonable return from his labour. While marketing and credit facilities tend to increase his margin of profit, it is only the feeling that the price of his commodity will not fall below a certain level that is the main incentive for increased production. An assured attractive price is the largest single factor in the development of agriculture. We, however, do not propose to make any specific recommendation on this subject; we have not studied it in sufficient detail and we understand that another body is doing so.

11.27. It is perhaps unnecessary for us to repeat what has been said many times over that an effective policy of land reform and its rapid working out cannot be further delayed if the total volume of food production is to be raised substantially. While the abolition of the intermediary between the tenant and the State has been completed almost throughout the country, it is important that all the other measures of reform embodied in the national land policy are implemented immediately. Rapid and

*Vide Appendix 21.

effective legislation is needed for prevention of fragmentation of holdings, consolidation of dispersed holdings, fixation of ceilings and prevention of cultivable lands being allowed to lie fallow for a long period. In respect of consolidation it must be possible and certainly wise to use the extension officers and Gram Sewaks for creating the right atmosphere. We would urge the State Governments to give their urgent attention to what is not merely the problem of increasing agricultural production but also one of making democracy succeed.

11.28. The estimated total area growing the different fruits is of the order of 28 lakh acres which is only 8 per cent of the total cropped area in the country. Fruits and vegetables form a very important and nutritious element in the diet of an individual. Six ounces of fruits and vegetables per head is the target fixed in the Second Plan. Though there has been appreciable increase* in *per capita* production in development blocks over a period of 3½ years and the production reportedly raised from 2 to 4 ounces, further efforts are still necessary to bring it up to 6 ounces *per capita*.

11.29. The methods of fruit preservation now current have to be simplified and made cheaper so that they can be taken up by the villager more easily. If this could be done, then a very much larger proportion of our fruit production will be preserved than at present; this, in turn, will lead to greater fruit production. But apart from fruit preservation, there is an increasing market for the fruit as people are progressively taking to eating fruits. A considerable proportion of our fruit production continues to remain in the villages for lack of adequate communications but the improvement of rural communications as part of the community development programme is having a beneficent effect upon the movement of fruit from the villages to the towns. There is thus an immediate possibility of extending our fruit production and it is, therefore, necessary that greater attention should be given to starting nurseries in each block. Similar action will also have to be taken in regard to growing of vegetables. The timely and adequate supply of seeds and seedlings, advice on and supply of proper manure, demonstration on the cultivator's farm and encouragement of kitchen-gardening, are all necessary to increase the output of fruits and vegetables. We were impressed by a system which has been introduced in Kashmir with great advantage to the village community. The community centre has, attached to it, land for a nursery where fruit plants are raised and sold at reasonable prices to the villagers. This provides a substantial income to the community centre while at the same time the villager does not have to go far in search of fruit plants.

*Vide Appendix 22.

11.30. One of the problems of rural areas is the increasing shortage of wood for fuel as well as for making agricultural implements. Another important use to which village forests have been put in many areas with heavy rainfall is to use their leaves for composting. The existing trees are being indiscriminately cut down without new ones being planted. The efforts of the 'Vanmahotsav' movement have after an energetic start dwindled more or less to the observance on a formal occasion on a prescribed day. Trees once planted are rarely looked after. It is essential that a concerted drive for growing fuel and other timber trees in the villages has to be undertaken by encouraging and inducing our village panchayats which alone can appreciate the local needs in this regard.

11.31. Paddy is raised under un-irrigated conditions in large areas in the States in North India and the yield of such paddy depends on adequate presence of moisture in the field or rainfall during the period of flowering. In the absence of such favourable conditions the yield is considerably reduced. In order to off-set such uncertainties it is necessary to grow varieties which flower by the middle of September but the cultivator prefers to grow the longer duration varieties which flower from the middle of October as these produce about 25% extra yield. It is possible, however, to ensure some crop even if the rains fail in October, if the short and the long duration varieties are grown on the same field and at the same time in alternate lines. Such a practice exists in China and the possibilities of doing this should be immediately explored in the Agricultural Research Stations in all these States.

11.32. It has been brought to our notice that at present no well-defined procedure exists whereby research workers are continually kept informed of the problems of the farmer, nor is extension in the true sense of the term yet a part of the functions of our teaching institutions. We feel that this lacuna can be filled only by starting research stations for each agricultural zone in every State. Such stations will confine themselves to the solution of the local farmers' problems. All the regional research stations should be linked up horizontally and vertically; that is all such stations in similar regions of different States should be encouraged to establish mutual contact and all regional stations within a State should be guided by a State research organisation. The Research Officers should spend some time in the field every year so that they can come into close contact with the farmer and extension officer while he is trying out the new knowledge evolved from the research stations.

11.33. Even more effective than the demonstration carried out by the Gram Sewak is the actual practices adopted by the neighbour.

Therefore, the village farmer will more easily be induced to take to new practices which have been adopted by one of his neighbours than those which are being recommended for the first time. The Gram Sewak's function will be to induce first the progressive farmer to take to a new practice and then to persuade the village farmers to follow the progressive farmer. It is, therefore, essential that a register of progressive farmers is maintained in each block headquarters. Such farmers should conform to certain prescribed standards of agriculture and animal husbandry and should also display a keen desire to experiment on new lines suggested to them by the extension officer. Associations of progressive farmers should be encouraged, where necessary with financial aid not merely to experiment on new lines but to carry the results of such experiments to all their neighbours. This, we understand, has been tried in the State of Saurashtra and found useful.*

11.34. We understand that a scheme for starting *Vigyan Mandirs* is being worked by the Ministry of Natural Resources. This scheme aims at providing 'applied science laboratories' in rural areas so that the villagers may approach their problems in a scientific manner. The laboratories deal with soil and water analysis, plant pathology, health, sanitation, scientific education, etc. The scheme is yet in an experimental stage and it is too early to forecast the results of the experiment. We recommend, however, that whenever new *Vigyan Mandirs* are started, they should be located in C. D. blocks preferably as near to the district headquarters as possible. This, we believe, will lead to greater cooperation and contact between our science colleges and the *Vigyan Mandirs*.

B. Irrigation

11.35. During the last five years, irrigation facilities have been extended to considerable areas by the construction of major and minor works including masonry and tubewells. These facilities have, however, not been availed of by all farmers and consequently the expected increase in food production has not materialised. Reasons for this are varied. Often, when canal irrigation has been introduced in an area for the first time, people have not been able to change over from the traditional methods of cultivation; nor have cropping patterns been scientifically worked out in advance, nor introduced with vigour, care and understanding.

11.36. We noticed that in some of the major projects there was no experimentation in regard to the cropping patterns, nor of the right use of water newly made available. On the other hand, where the State

* Vide Appendix 23.

Government had taken timely steps to start experimental farms for this purpose, they did not find it difficult either to educate the local farmer in the right use of water for irrigation or to prescribe a cropping pattern to which he could take with ease and confidence. Such farms should form an integral part of the project. In some cases rates of irrigation have not been attractive enough to tempt the farmer to make use of the water offered to him. It is clear that in the case of all new irrigation works, major and minor, a good deal of planning in all these matters and in matters of supply of fertilizers, seeds etc., is necessary but is often lacking. We would, in particular, stress the need for studying the current water rates in those areas served by tubewells, wherever the available water is not being used only on the ground that the rates are excessively high. Obviously, where such non-user continues over a long period, it would be more economic to lower the rates. We would also urge that the rates for the supply of electricity for working tubewells and lift pumps should not exceed the rates for industrial purposes.

11.37. Maintenance of such minor irrigation works as tanks and tube-wells, is a problem which has been accentuated by the progressive increase in their numbers in recent years. In some States, statute places on the beneficiaries the responsibility for their maintenance; but even there, such maintenance is slack and the statute is really not enforced. We would suggest that this responsibility should be squarely placed on the panchayat samiti or the village panchayat according to the size of the work and the cost of maintenance. This may possibly reduce the number of complaints that water supply is not timely nor adequate.

11.38. In areas, where irrigation facilities are perennially available as in the case of those which are fed by canals and tubewells, double-cropping is possible but is not being adopted by all farmers. We feel that double-cropping can be encouraged by reducing the water rates for the second crop. This should not be difficult as the water will otherwise remain unused. At present the proportion of the double-cropped to the total-cultivated areas in the country is very small.* Even the proportion of the double-cropped area to the area under irrigation is not strikingly high. It is, therefore, clear that efforts are called for in this direction.

11.39. Irrigation works are ordinarily remunerative. In certain areas, however, they are not; but even so, they have to be taken up as protective works. There is a third category, in regions where they may have to be taken up as part of the community development programme even though they may not be remunerative. Such works will have to be judged from the broad aspects of their utility for increasing the agricultural production, raising the yield and developing the community.

*Vide appendix 24.

C. Animal Husbandry

11.40. In the field of animal husbandry, according to the reports of the Programme Evaluation Organisation, most of the work done so far has been more on the veterinary side as distinguished from animal husbandry. Considerable progress has been made in many of the blocks in the treatment of cattle diseases and control of epidemics. "Inoculation and vaccinations have been carried out extensively and effectively and not a single evaluation centre has extensive mortality from any epidemic during the last three years. . . . . . Considerable advance has been made also in the provision of additional veterinary facilities in many projects".[1] But due to the paucity of trained staff, the arrangements for castration and prophylactic inoculation are still not adequately satisfactory even in these blocks and much less so in a vast number of other blocks. Some States have, therefore, arranged to train their Gram Sewaks in castrating and inoculating cattle; this work has also been included in the duties of the Gram Sewaks. As we do not consider it likely that States can arrange to recruit and employ in adequate numbers trained stockmen for this work, we recommend this alternative for adoption in all areas.

11.41. Progress in the improvement of the breed of cattle has been limited by the shortage of good pedigree bulls,[2] inadequacy of proper arrangements for the maintenance of bulls issued to the villagers, failure to start artificial insemination centres in adequate numbers and after starting them to take measures to popularise them. Equally, the problem of fodder has so far defied solution nor has it received the attention it deserves. The demand for the available supplies of fodder is increasing with the increase in the cattle population; of this increase useless and infirm cattle are a progressively large proportion. This fact is a genuine impediment to any scheme of improving our breed of cattle—either the milch breed or the draught breed or the dual-purpose breed. Admittedly, the problem has sentimental and political aspects. But the ultimate solution is obvious.

11.42. Improvement of our grasslands has not received any attention so far. In certain areas there are extensive grazing grounds which with a little care would yield fodder many times their present output. Instead, they are being fast eroded. This is both a problem of soil conservation and of increasing the fodder output.

11.43. Equally, it is important to encourage farmers to raise green fodder as an additional crop especially in areas where irrigation facilities

1. P.E.O's Report 1956, Page 41.
2. Vide Appendix 25.

are available. Silage-making could be popularised simultaneously if there is any fodder available at the end of the monsoon. Much has been said about silage but we were struck by the fact that few animal husbandry officers had made any attempt in promoting it.

11.44. In certain States, it was brought to our notice that the problem of milch cattle is complicated by the fact that there is a very considerable movement of such cattle from villages to large cities like Madras, Bombay and Calcutta where they are often slaughtered after the lactation period is over. We have not been able to collect any data to enable us to make any recommendation on this subject, but we consider it of sufficient importance to attract the notice of State Governments.

11.45. Animal husbandry has so far been confined to improve the bovine cattle. Goat breeding has not received sufficient attention; nor has sheep-breeding except in certain traditionally wool producing areas. Mutton is an important part of the diet of a not inconsiderable section of our population; goat's milk is, and can be, put to use. Maintenance of these animals is a much less expensive affair than the maintenance of cattle. For these reasons alone, it is essential that greater attention should be paid to the improvement of the stock of these animals.

11.46. In regard to sheep, emphasis has naturally been on the improvement of wool which has considerable export value. Efforts at sheep-breeding have, therefore, been mainly confined to certain regions. We feel that they could equally be extended to other areas and intensified for improving the quality and yield of wool and also for providing mutton.

11.47. Our larger cities and towns offer a vast market for milk and milk products. This market is still comparatively unexploited. Its exploitation can lead to great economic benefit to the rural areas, but two factors need to be tackled in this matter, first, easy and rapid communications and secondly, organisation of marketing facilities. The persistent failure of milk marketing societies has now been proved to have been due to faulty organisation and it is time that the lessons learnt are put to proper use by the organisation of milk cooperative societies in the vicinity of all towns and cities.

11.48. There are certain communities whose traditional occupation is cattle keeping and cattle breeding. They hold large herds of cattle, sheep and goats without owning any land for maintaining them. They roam about from place to place and often do heavy damage to the standing crops of the cultivators. Intensive schemes for the rehabilitation of these cattle breeders on cooperative

lines in areas where they are in large numbers should be undertaken by providing land, financial aid—loans and subsidy—veterinary aid, grazing facilities, water, etc. Unless this is done, this particular section of the village people which is extremely backward, will remain unaffected by the programme of community development. A scheme for the rehabilitation of such cattle-breeders which is being worked in one of the States has been given in Appendix 26.

11.49. The programme of poultry development has not made any significant progress in C.D. and N.E.S. areas in most of the States.* On an average, only 89 birds have been supplied per block per year. The factors responsible for slow progress are the absence of proper stress on poultry development in general and the inherent prejudice of the people against poultry keeping; this prejudice is, however, gradually disappearing and the activity is finding increasing favour with the villagers. Poultry can offer profitable employment to the farmer's family and to the family of the landless labourer. Intensive efforts in this direction would add substantially to the villagers' income and we urge that greater importance should be attached to the programme of poultry keeping techniques through youth clubs, adequate financial assistance to Harijans, backward and landless classes, complete replacement of all indigenous by exotic cocks and necessary technical guidance which will be the important factors in ensuring that the programme becomes popular.

11.50. Pig breeding has been attempted in certain areas by the introduction of Yorkshire boars. But the progress made is still limited. The scheme for improving the breed of pigs will need greater technical guidance than is at present made availabe.

11.51. We have not been able to study the question of the development of fisheries in any great detail. But in those States which have large rivers flowing through them or which have long coast lines, fishing is an important source of employment and fish is a predominant item of food of a section of the people. From both points of view, fisheries need more concentrated attention than they have so far received. The provision for fisheries in the five year plans of the different States is disappointingly low and we saw very little indication of activities in this direction, in any of the blocks which we visited. We would recommend that fisheries should receive larger financial allotments and greater administrative attention, especially in the community development blocks.

* Vide Appendix 27.

The cooperative movement in India after having been neglected for a long time appears now to have developed around itself a considerable amount of theory and controversy. The latest disagreement amongst persons who are interested in the progress of the movement is about the size of the unit, whether it should be the village or a large group of villages. Perhaps, it would be useful to remember that conditions vary not merely from State to State but even from block to block and what would be useful, necessary or wise in application to one block would not necessarily be so in the case of another.

12.2. At the same time, one observation often made, bears repetition that each unit of population whether a single village or a group of villages should organise a multipurpose cooperative society instead of a number of cooperative societies for different lines of activity. Equally, such a cooperative society should work in close association with the local panchayat or panchayats. While increasing stress is being laid upon the progress of cooperative movement in the community development blocks in all States, we are afraid, that this stress is more on the number of cooperative societies newly organised than on the quality of the work of the existing ones or the new ones.*

12.3. A survey made in 1956 by the Programme Evaluation Organisation in 702 villages spread over 17 evaluation areas showed that 50.6 per cent of the villages were covered by credit cooperatives and only 12.8 per cent by non-credit cooperatives. Fifteen per cent of the former have been reported to be inactive and as many as 31 per cent of the latter. All the development blocks in which this survey was undertaken were 3 to 4 years old and yet the movement could extend, however unsatisfactorily, to little more than half of the area. The survey further shows that there were three credit societies for about 1,000 families and one non-credit society for about 1540 families. The results so far achieved are not flattering and clearly indicate cause for concern.

12.4. Where multi-purpose cooperative societies exist they function mainly as credit societies. The obvious reasons for this are, first, the overwhelming importance of credit in our rural economy and secondly, the long tradition of credit societies in the country. We would, therefore, suggest that the training of cooperative personnel should be oriented in such a manner that cooperation can be understood not merely, nor even primarily, as an instrument for securing cheap credit but as a means of community development.

*Vide Appendix 28.

12.5. Out of the total allotment of Rs. 7 lakhs in the N. E. S. block budget, a sum of Rs. 3 lakhs is to come direct from the Reserve Bank of India through normal cooperative channels to be used for short-term credit. Not always, however, is this amount of Rs. 3 lakhs available to the cultivators even though they become members of cooperative societies. The criteria and qualifying conditions for obtaining funds from the Reserve Bank of India should be laid down in precise terms and made widely known, so that the cooperative societies in the blocks can take maximum advantage of this facility. The Reserve Bank advances loans at the rate of 2 per cent. The commission or additional interest charged by the Apex Banks varies from 1/2 percent to 1½ per cent. The additional rate of interest charged by the Central Bank to the primary society is even higher and ultimately when the loan is advanced to the farmer, it bears a rate of interest which in most cases is higher than it should be. There seems to be little justification for these loans to bear interest exceeding 6¼ per cent. We have noticed that some of the Central Cooperative Banks receive fixed deposits at high rates. They desire to lend the funds thus available to the various cooperative societies and have, perforce, to charge a higher rate of interest than what they pay on fixed deposits. They, therefore, refuse to obtain the necessary funds from the Apex Bank for providing cheap credit to the farmer and instead compel the needy man either to go to the money-lender or accept a cooperative loan at an unreasonably high rate of interest. Thus the scheme for providing cheap credit remains a paper facility, not available to the person for whom it is intended. We would urge that this matter should be immediately examined and remedial steps taken.

12.6. Not much has so far been done in the field of industrial cooperatives; not even provision of adequate finance to the artisan at a reasonably low rate. There have been various proposals that genuine artisans should be provided with such loans and the figure of 3½ per cent has been mentioned as the rate of interest. Action, however, will have to be taken to ensure that such a proposal is given effect to early. The arrangements to supply him electric power at concessional rates can be effective only by the provision of cheap credit and subsequent organisation of marketing on a cooperative basis.

12.7. We have also noticed that in certain areas cooperative societies have not been organised and it may not be possible to organise them in the near future. In these areas, it is desirable that the State Government should take suitable action in consultation with the Reserve Bank, so that the farmer is enabled to get the credit he needs at a rate of interest not exceeding 6¼ per cent.

12.8. Apart from the adequacy of the supply of credit to the cultivator, another important point which needs to be stressed is that the loan should be made available to him just at the time when he requires it for various agricultural operations. In the case of short-term loans it is equally important to arrange that the period of repayment is sufficiently long to enable him to make the repayment of loan due from the proceeds of the crops sold.

12.9. There has been considerable argument over the suggestion made from time to time that credit worthiness of purpose rather than credit-worthiness of the borrower should be the basis on which cooperative loans are advanced. At present it is only the credit-worthy and therefore, the well-to-do farmer who is able to secure credit from cooperative societies. The poorer farmer, especially the share-cropper, is completely deprived of this source of credit. Thus, the weakest member of the community has to go to the most undesirable source, i.e. the private money-lender. This has to be remedied and can be remedied only by making credit-worthiness of the purpose rather than of the borrower the criterian for lending. We realise that this is a matter which involves wide financial implication, but some of the States have appreciated the necessity for orientation in their policy and have relaxed rules relating to taccavi. We feel that such reorientation should cover the entire field of rural cooperative credit.

12.10. The villager's needs are not merely for production purposes but also for certain essential unproductive purposes. However, much we might deprecate and discourage expenditure on items like weddings, funerals, etc., it will be long before the community begins to realise the unwisdom of such expenditure. Provision will, therefore, have to be made to ensure that such items of expenditure do not deliver the farmer into the clutches of the money lender. Here again, it is only the cooperative society which can, by a judicious variation in the rates of interest, solve the villager's problem.

12.11. The other problem is one of the non-realization by our credit societies of loans issued by them. This has been one of the most distressing aspects of the cooperative movement in the country. We realise that it is not possible to remedy it by mere recommendation, but we believe that unless the Gram Sewak, the Cooperative Inspector and the Block Development Officer work out detailed schemes for the timely realisation of such loans by the credit societies, cooperation will refuse to be raised to any higher levels than at present. In this field the Philippines Government appears to have worked out a bold scheme.* The

*Vide Appendix 29.

two salient features of the scheme are: a method of capitalisation through insurance fees and credit loans for production and improvement. It also provides for loans on such occasions as birth, illness, marriage, etc., by the integrated approach of linking credit with marketing and processing. The results achieved appear to have been satisfactory. This scheme deserves study by all State Governments. We expect that some features of it may be adopted by us with profit.

12.12. At present rural credit is supplied by, apart from the money-lenders, the Government through the administative channels and by cooperative societies. It appears to us that supply of credit separately through these two channels fritters away the scanty financial resources available to us. The only sensible course appears to be progressively to canalise all these loans through the single agency of the cooperatives, thereby avoiding duplication and rationalising credit facilities. This will also solve the problem of differing rates of interest. As mentioned earlier, attention has so far been given only to credit cooperatives. Efforts at organising cooperatives for supply of milk and dairy products, poultry-keeping, silk-worm rearing, bee-keeping, brick-making, etc., have not been unknown and have not always failed, but such efforts have been very few and their lack of success has been due to lack of credit, lack of technical advice or discouragement by early difficulties. Cooperation is a field where there has been either too much official control leading to the stultification of the programme, or too little official guidance leading to confusion. While in the development of the community it has a vital role to play, it can play that role only when not controlled by official agencies. Such control has also led to the divorce of the panchayat from the cooperative. The entire training programme should be oriented to the elimination of control from the field of cooperation. What we have suggested in the field of local government applies equally to the field of cooperation.

12.13. Cooperative farming has for long fascinated the authorities in this country, because it promises to offer a solution to many problems, like low agricultural production, fragmentation and dispersal of holdings, paucity of rural credit, difficulty of rationalisation of farming practices, etc. Its spectacular progress in China has increased its attraction. It must be borne in mind that conditions here and in China differ vastly. Many of these difficulties are fundamental to the political constitutions of these countries. It will be wise to bear this in mind in planning to quicken the pace of cooperative farming. A considerable number of experiments carried on in our country have indicated that cooperative farming is not likely to succeed without fundamental changes in the administra-

tive approach and in the villager's psychology. We have discussed the problem with all the States and have reached the conclusion that the experimental stage has to continue before cooperative farming can be recommended on a large scale. We, therefore, suggest that in each district one cooperative farm should be organised in a selected community development block during the current plan period.

12.14. We also consider that cooperation is a field where an organisation among the young is possible. We, therefore, recommend that in high schools students' cooperative societies for the supply of stationery and text books should be organised; for it is at this stage that the students should start thinking of group action on a cooperative basis.

RURAL INDUSTRIES

The weakest spot in our programme of community development is the development of rural industries for providing employment to the unemployed and the under-employed. From the data available, it appears that only 2.5% of the families have been benefited by our activities in the 80 blocks examined by us.[1] These figures are too generous in that the benefit of employment to one man has been equated to benefit to one whole family; also the employment has been assumed to be full employment. Even so, this additional employment introduced in the village is insufficient to set off the two years' increase in population. The training-cum-production centres have been the main channel of opening new rural industries. Figures[2] available, however, show that more than 50% of the persons passing out of such centres do not take up the profession to which they have been trained. These disquieting facts have to be faced and our present approach to the problem has to be revised radically.

13. 2. To this end steps have to be taken for :

(i) carrying out a rapid local economic and technical survey in each block into the possibilities of specific industries;

(ii) training for improvement of existing technical skills and introduction of new ones in consonance with the findings of (i) above;

(iii) establishment of pilot projects to demonstrate the technical feasibility and economic soundness of any particular industry or industries;

(iv) coordination of cottage, village and small-scale industries;

(v) rural electrification which could equally well serve irrigation purposes;

(vi) provision of credit for rural industry;

(vii) supply of raw material where necessary and of improved designs;

(viii) quality control and facilities for marketing; and

(ix) research, technical supervision and guidance.

13.3. Cottage, village and small-scale industries need a very consi-

1 Vide Appendix 30.
2 Vide Appendix 31.

derable coordination in their working. They have their appropriate place in the rural economy but sometimes are apt to cut into one another. At the all-India level, a number of such individual industries are promoted by all-India boards which sometimes are inclined to work in separate compartments. It should not be difficult to make some effort to pool funds, personnel, agencies of supervision and inspection and marketing arrangments so that inefficiency and waste can be minimised. The all-India boards themselves should function through State boards nominated by the State Governments in consultation with them. The State boards in their turn should function through the various State departments concerned with the industry and through local representative organisations.

13.4. We have referred to pilot projects. The main criteria for the selection of industries for such pilot schemes should be the following:

(i) ready and regular supply of raw materials;

(ii) a type of labour-skill that can readily be trained or is already available;

(iii) relatively low capital cost, and high labour employment per unit of output;

(iv) the industry should be suitable for production on a small scale as a cottage, village or small-scale industry or in small local concentrations;

(v) ready availability of equipment and power;

(vi) a 'radiating value' so that the successful pilot units may be followed by wide multiplication of similar units by the people;

(vii) concentration in areas, range of output, type and quality of the product, thus requiring a small managerial and technical group of high calibre which could, therefore, command commensurate salary; and

(viii) the industry should be, in the long run, self-paying and should satisfy the basic criteria of utility and marketability in respect of quality and price in the local area of production and/or outside as compared with other production units. This implies that there should be sufficient margin for wages and reasonable profits between the cost of production and the market price of the finished product.

The term 'self-paying' does not exclude a programme of stimulating employment by subsidising certain industries or raising the price level by demarcation of production but after making an allowance for reasonable

subsidy, the cost of the product of the industry should not be more than the market price. The promotional aspect of assistance by subsidy to some of the selected rural industries has been recognised in almost all the countries and we need not feel chary about it.

13.5. Training will, for many years, form a very large part of the working for promoting rural industries. We suggest that a number of peripatetic training centres with short-term courses not exceeding beyond a month and staffed by efficient practical technicians drawn mainly from rural areas from amongst professional artisans should provide a very effective means of improving the technical skills in rural areas. It should be possible through such mobile centres to communicate to the village worker not merely the technical skills but also the changing designs to keep in step with the changing taste of the public. Quality comes in at this stage as also the provision of necessary credit facilties and marketing facilities. Quality control alone can, we feel, obtain a considerable market for our rural industries within our country; and together with modern designs that market should be capable of even further expansion. In each of the rural industries in a district there should be technical advisers; sometimes it may be that such advisers can handle more than one district; sometimes only a part of the district. This will be determined by the intensity and area of the spread of a particular industry. It should also be possible to organise guilds or associations of prominent artisans in each block who can try and suggest improvements in the tools, designs or technique without which every rural industry is likely to come to a standstill sooner or later. It is not always that the artisan takes to new techniques. It is here that the association of prominent artisans will be of great use; new techniques can be popularised through them.

13.6. Training-cum-production centres have come in for a considerable volume of criticism. Some of this criticism has not been unjustified. Nevertheless, the utility of these industries is undoubted. We recommend, however, that a training-cum-production centre, after it has been in existence for some time, should be made over to a local cooperative of artisans who should then be able to run it as their own.

13.7. We have already mentioned the need for greater coordination between the programmes of the various all-India boards. We have noticed with regret that in many of the industrial pilot projects, the work of these boards continues to be implemented without much integration or coordination. This is a mistake which needs immediate remedial steps. It is not merely contrary to the very concept of community development by methods of coordinated activities but also involves a very large wast-

age of public energy and public funds. In the development of rural industries, the cooperative organisation has a large part to play. Whether in the purchase of raw material, in the supply of finance, in the collection and distribution of new designs or in the marketing of the finished product, we can find no substitute for the cooperative society. These cooperatives should be an integral part of the general cooperative structure and should be affiliated to the district cooperative bank and other institutions like any other cooperative society in the rural areas.

13.8. Most of the observations and recommendations which we have made in this Section have, perhaps, been made before, but we consider that they need to be repeated and emphasised in the context of the community development programme.

It was intended in the First Five Year Plan that "the health organisation of the project areas will consist of three primary health units in the development blocks and a secondary health unit equipped with a hospital and a mobile dispensary at the headquarters of the project area and serving the area as a whole. It would aim at the improvement of environmental hygiene including provision and protection of water-supply, proper disposal of human and animal wastes, control of epidemic diseases such as malaria, cholera, small pox, tuberculosis, etc., provision of medical aid along with appropriate preventive measures and education of the population in hygienic living and improved nutrition." On the basis of this, the Community Project Administration planned that to every primary health centre, would be attached three maternity sub-centres each catering to the needs of a group of about 20 or 25 villages. The scheme, however, has not been worked out in its full details in most of the blocks mainly for lack of trained personnel. Between October 1952 and March 1957, 2702 primary health centres are reported to have been started. To these should have been attached 7080 maternity sub-centres, but only 1214 such sub-centres are reported to have been opened.* Figures are not available to indicate how many of these are functioning as they were expected to. On the contrary, we have during our tours noticed and have also received reports that some of the primary health centres have been opened and some still continue without adequate staff and equipment.

14.2. The eternal problem of rural medical relief in our country, the antipathy of the medical graduate to live and work in the village, has not been solved to any extent. Invoking the spirit of service in him without resolving his difficulties in the matter of housing and children's education has not led to any results. Compensatory allowance for the loss of private practice is in some States neither adequate nor graded. Added to this is the unwillingness of certain State Governments to recruit medical graduates belonging to certain communities or certain linguistic groups. These problems have to be faced and solved before we can be in a position to staff our rural medical services adequately. Apart from the obvious solutions indicated by these problems themselves, some of the States may have to consider the desirability of employing retired medical officers for work in rural areas.

14.3. The Health Survey and Development Committee (Bhore Committee) had after exhaustive study recommended that the medical and

*Vide Appendix 32 containing figures for all States except Madras.

public health organisations should work under unified control at the State, regional and district levels. This integration has not yet taken place in many States. We have examined the working of both the integrated and non-integrated systems and would strongly urge that the former should be adopted by all States to secure more efficient direction of public health and medical work in the blocks.

14.4. Maternity and child welfare as well as family planning will never make the desired progress until the cadres of trained health visitors, nurses and midwives are increased manifold. The training programme for these is still not receiving that urgent attention which it demands. The traditional but limited skill of the indigenous *dais* can, in the interval, be put to better use by inducing or compelling these women to undergo a brief training. There is a scheme for this purpose sponsored by the Ministry of Health, but not all the States appear to be making the best use of it.

14.5. In regard to family planning, no appreciable progress appears to have been made in any of the blocks. The reason for this is not the lack of receptivity of the people, but the lack of trained health visitors. We were surprised to notice that the training programme for the lady health visitors does not include the technique of family planning as an item of study. This defect should be removed and the output of the institutions for training lady health visitors should be increased without further delay. The primary and even sub-centres should also provide advice to the villagers in family-planning.

14.6. In regard to the training of the medical personnel we quote and endorse the suggestions of the Expert Committee on Training Programme appointed by the Community Project Administration: (i) all States should ensure that the seats allotted to them in the training centres at Najafgarh, Singur and Poonamalle are always filled by their candidates; (ii) the syllabus and standard of training is uniform in all the three centres; and (iii) persons who have undergone this training are posted in the primary and subsidiary health centres in the development blocks. In passing we would urge the State Governments to examine whether, in view of the shortage of specialist staff, it would not be possible to train the staff employed in the health centres for specialised service relating to such locally prevalent communicable diseases, as malaria, filaria, tuberculosis, leprosy, venereal diseases, etc.

14.7. Certain tried and proved indigenous remedies for common ailments are well-known in certain villages or certain families. They have been handed down from generations and are still extant. It will be useful to investigate these cheap remedies, analyse and if found genuine, popularise

them. These remedies are fast going out, which we consider a national loss. We recommend that State Governments should take all speedy action in this matter.

14.8. While at least some States have made appreciable progress in arrangements for medical services in rural areas, environmental hygiene and sanitation have admittedly received less attention. It is true that provision of drinking water has been on the programme and has been attempted on a considerable scale, but attention has not always been paid to the need for the construction of sanitary wells, prevention of pollution of sources of water and periodical test of the drinking water for purity. Various types of latrines have been evolved, but they have not succeeded in getting the approval of the villager. We saw in some blocks public latrines constructed at some cost. They were shown to us both by the villagers and by the local officials with justifiable pride, but we found that they were not being used. The factors which have led to this situation need deep study; equally, it appears necessary that in the training course for the Gram Sewaks' cadre stress has to be placed on imparting to them a clear idea of sanitation both in their own daily life as well as in the life of the villagers.

14.9. Nothing substantial appears to have been done in regard to improvement of rural housing conditions apart from sanctioning of some loans for house building. Even in the schemes for improving houses of backward classes, guidance seems to be lacking. While the remodelling of the entire village according to a set plan is not possible and the construction of a village entirely at a new site is even more difficult, improvement of the existing houses by increasing ventilation and making them more liberal is practicable. The first step in this direction is to make the villagers aware of the drawbacks in the existing structures and the ease with which minor alterations can be made to remove them. Cooperative housing societies for the manufacture of bricks, tiles etc.,* have been started in certain villages and have been found to have passed the experimental stage. Community sheds for cattle can be and have been built as an alternative to the existing arrangement where human beings and cattle share the same hut. They can be studied and copied all over the country.

14.10. While it is admitted that the main problem facing the poorer villager is more one of obtaining food in sufficient quantities rather than concerning himself with its quality, it is equally true that much scope exists for improving the quality without extra expenditure. Many types

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* Vide Appendix 33.

of edible material are not being used for sheer lack of knowledge; the correct method of cooking many others is not known. We recommend that the health departments of the various State Governments should examine these matters more intensely and convey their conclusions to the villagers through the extension workers.

Section 15 PRIMARY EDUCATION

The role of the community development organisations in the field of primary education as in other fields is to aid in the effective implementation of the various programmes of the Education Department of the State. In the Second Five Year Plan, there is a provision of Rs. 12 crores for primary education in the C.D. and N.E.S. schemes. We feel that unless the area concerned is specially backward in educational facilities, these funds should be used not to establish new schools but to supplement the allotments of the State to strengthen and improve existing primary schools. We have noticed that in many cases, these schools are without playgrounds, libraries, equipment for games, etc. It is in these directions that the strengthening will be specially necessary.

15.2. To facilitate this, it is necessary that the unit of educational administration should be identical with the block. This is the general pattern which we have recommended for all departments in Section 5 of this Report. Plans for expansion of primary education facilities and improvement of existing institutions should then be worked out on the basis of the block as the unit. We would suggest that in each block there should be an Education sub-committee of the Block Advisory Committee for the time being and later of the panchayat samiti. This would be the body to which should be assigned the responsibility for the maintenance and working of the schools.

15.3. We have a directive to provide free and compulsory education to children upto the age of 14 years within ten years of the promulgation of the Constitution. It is obvious from the progress so far made in this direction that it is not likely that the goal will be reached as directed. We, therefore, suggest that we should set for ourselves as a more modest but immediate goal the introduction of free and compulsory primary education and to this end, steps should be taken at least in the block areas, not merely to sanction the necessary funds but also to provide trained personnel in adequate numbers. We would, in particular, stress the need for the construction of residential accommodation for women teachers. We were distressed to find that even in States, which are comparatively advanced, not many women are prepared to come forward to work as village teachers. One of the reasons for this is the lack of reasonably adequate housing facilities in villages.

15.4. Schemes for compulsory education have not so far been made effective in most of the States. We recommend that the block areas where

special stress is being laid on social education would, perhaps, be the best for promulgating an order regarding compulsory education. Such an order can be effective not through any fear of law but through an understanding of the need for and benefits of primary education. To persuade people to send their children to schools in areas where primary education is not compulsory should be one of the functions of the Gram Sewika as well as the Gram Sewak.

15.5. The Estimates Committee in its Forty-second Report has complained against the slow progress of basic education in rural areas and lack of proper appreciation of the role of basic education. They have recommended that efforts in the Community Development and National Extension Service blocks should be intensified to encourage basic education by opening new basic schools and by converting more existing schools into basic schools. We are in agreement with the Estimates Committee. We, however, wish to add that the condition of a large proportion of basic schools in these areas is not satisfactory and in some cases a noticeable discontent seems to be growing against such schools. There is a feeling that while this new type of education based on rural crafts is being prescribed for the rural areas, Government policy in urban areas appears to be different. There are few basic schools in towns and even these often select different crafts. Curiously enough some Governments aid "public schools" and even encourage poor children to attend them by instituting scholarships tenable in these schools. We urge that the State Government policies in this regard should be clarified with the least possible delay so that the present gulf in the standards of primary education for children in rural and urban areas may not widen further. Every step should be taken to enable people to be convinced that basic schools are superior to what may be called the general type of schools. We also suggest that special care should be taken to provide trained staff in such schools and to provide proper equipment also. Proper training of teachers is the crux of the situation. We suggest at least a *two-year course* of training of teachers for this purpose be introduced in those States where the course is for one year only.

Section 16 SOCIAL EDUCATION

The chief objectives of social education are to create a new outlook, new values and new attitudes on the part of the people, to impart new ideas and new skills, including literacy, to energise peoples' organisations for group action, to provide healthy recreation, to give an impetus to the entire development programme by enlisting peoples' participation, and to build up local leadership. It is training and education in citizenship in the widest sense in a free and progressive democracy.

16.2. For achieving this objective, the following seem essential:

(a) Every citizen should know the meaning of citizenship and the way democracy functions. He should have elementary knowledge of history, geography and social conditions of the country. The necessary knowledge in such matters can be imparted by verbal methods and in case of illiterate adults the emphasis will have to be on spoken word rather than on written texts.

(b) An attempt should be made to induce citizens to learn how to read and write fairly well.

(c) Social education aiming at improvement of bodily and mental health cannot ignore proper training and refinement of emotions. Folk music, drama, dance, poetry and recreative activities are to be included in social education for this purpose.

(d) Social education should also contain some elementary instruction in universal ethics with special emphasis on the necessity of toleration of one another's differences in a democracy.

16.3. In the beginning there was a good deal of confusion about the role of social education and the functions of S. E. Os. Dr. D. Einsminger, Mr. M. L. Wilson and Dr. Carl C. Taylor complained about vagueness about social education and about the exact role of S. E. Os. and were afraid that this vagueness may retard effective use of social education in India's community development programme. Dr. Carl C. Taylor observed that the job of S. E. O. had not developed in field operation in the way it was originally described largely due to absence of clear instructions. The Estimates Committee also suggested that "the duties and functions of the S. E. O. should be clearly laid down to avoid any chance of overlapping of duties and the wrong concept of the role of social education." The role of

Social Education Organiser has been well defined by the Sixth Development Commissioners' Conference to include various aspects of social education which will help bring about a change in the outlook of the people; create an urge for better living; organise the people through the formation of community institutions; educate public about the implications and essentials of planning, about their rights, duties and obligations as citizens; inculcate an interest about the knowledge of the country; organise cultural and recreational activities as also promote education and adult education. The services of S. E. O. should also be utilised in developing public opinion by persuasion against existing social evils such as child marriages, untouchability, excessive expenditure at the time of marriage, drink habit, use of narcotics such as ganja, opium etc.

16.4. Besides the field staff, the necessity of specialist staff at the district and State levels to provide guidance to S. E. Os. should be recognised and a separate section of the department of education opened under a joint Director of Social Education. It has also been suggested that S.E.Os. may be borne on a common cadre with Sub-Deputy Inspectors of Schools or their equivalents. Some States have adopted this arrangement, while others have found good reasons to reject it. It is obvious that with the differences in the organisational pattern, it is not possible to prescribe a uniform procedure. But as we would like that the village teachers should be brought into the rural development activities, especially their social educational aspect, it would be useful if the S. E. O. is assigned a definite position in the Education Department of adequate status.

16.5. In the Fourth Evaluation Report it is said that "the place of Gram Sewak in this structure is not too clear". This positon should be clarified. In the beginning, the Gram Sewak was expected to do the work of social education also and his earlier training was based on this theory. But the Gram Sewaks were so overburdened with other work of material welfare that they hardly found any time to attend to social and cultural aspects of the programme, and the S. E. O. had to be provided. However, as stated in the Manual on Social Education, "the S.E.O. is a member of a team of workers of which the Gram Sewak is a very important member since he has the most primary contact with the villagers." It is essential that there should be close contact between the S. E. O. and the Gram Sewak who should take keen interest in all social education activities.

16.6. Though Gram Sewaks should be associated with social education work to a greater extent than hithertofore, yet it will not be possible for them to devote the requisite amount of time for social education and the need for more help for Social Education Organiser will

continue. We suggest the utilisation of village teachers by the Social Education Organisers in their programmes of work as well as in the more subtle process of changing the outlook of the people. If this is agreed to, arrangements should be made for about two months' training in a Gram Sewak Training Centre or a Janata College or a camp for teachers who are to be so utilized in methods of extension principles of social education and cooperation and the ideology and methodology of community programme. We suggest two months so that training may be really effective. The teacher, so trained, should be given a monthly allowance for his work in the field of social education.

16.7. In this movement for improvement in local conditions, we must realise that changes or improved methods which are accepted are only a stage in a continuing process. In order to ensure continuity it is essential to bring the village panchayats and other community organisations in villages in the picture. Social educaion should give considerable attention to the improvement of the working of community organisations where they exist or to bring into existence healthy organisations for providing the sustained impetus. Village leaders should be enlisted in the effort to impart social education. The desire for change for the better should be inculcated in village leaders and they should be assisted in spreading this educational process through their followers to the rest of the community. The Social Education Organiser should recognise healthy leadership where it already exists and should also identify potential leaders and assist them *unobstrusively* in becoming leaders and accepting the responsibilities of leadership for the improvement in the life of their community. The use of the term leader and leadership should, however, be avoided as at times it creates resistance in the minds of other villagers. Janata Colleges should prove useful for either training or re-orienting bright youngmen in the villages for social education work.

16.8. As improvement of economic condition of the villagers is one of the important items of social education, the Social Education Organiser should make an attempt to get the cooperation of various members of cooperative societies where they exist. Where cooperative societies do not exist, attempts should be made to bring progressive villagers in the field of cooperation. Success of social education in an area can be judged to a certain extent by the success of cooperative movement in the area.

16.9. Establishment of community centres has been adopted as an important part of the programme of social education in the block areas. The Fourth Evaluation Report says :-

> "The running of the recreation centres has not been very satisfactory however. Equipment, distributed by the project,

is used for sometime when it is new, but as soon as some repairs or replacement (e.g., a new battery for the radio set) become necessary, the money and effort needed for the purpose are not generally forthcoming from the community. The equipment falls into disuse, and interest in the centre itself wears off gradually."

16.10. We agree with the report that "there should be less emphasis on giving centres or facilities and more on building up the communities to receive them. Some really effective criteria should be devised to determine whether the community really wants a given facility before it is given to them." But this does not provide a complete answer. The P. E. O., in their special study, observe that "beyond helping in the observance of some of the festivals or national days, the project staff seems at present to have very little to do with the community centres. Even the Gram Sewak doesn't often visit the centre, let alone actively help in the promotion of its activities." The village teacher or panchayat secretary, where paid, can be utilised with advantage after proper training for this purpose in initiating new activities so that the interest of villagers is not lost due to stereo-typing of the activities undertaken by the centre.

16.11. Marked success has been achieved in organising *vikas melas*, *shibirs* or training camps for villagers, campaigns or drives for one activity or another requiring only occasional participation. These concentrated efforts over short periods should be utilised, wherever possible not merely as substitutes for, but as supplementary to, activities requiring day to day participation by villagers. Clubs have their own intrinsic value in teaching people tolerance and decision by discussion. Shibirs can be very usefully employed for creating awareness of the value of improved practices in agriculture and other fields of project activity. Youth clubs, sanghams, etc. also should receive increasing attention of S. E. Os. who should encourage the youth of the village to participate in specific projects of work. All such activities should be adapted to local culture and social life of the people and also take into account the traditional ways of doing things in the area. Similarly, greater emphasis should be on activities in which people themselves take initiative and which can serve as the natural medium of expression for them. Thus Bhajan Mandalis and dramatic clubs are preferable to entertainment parties organised by the project. The services of cultural teachers and reformers available in different parts in the rural areas should be utilised in educating the masses through Hari Kathas, Kirtans, Bhajans etc. to which the village people are accustomed to respond readily and immediately. Special use should also be made of existing festivals and melas for social education purposes.

16.12. The Second Plan recognises that "rapid social and economic progress along democratic lines and widespread illiteracy are scarcely compatible with each other". Despite the fact that adult literacy programme has been widespread in the early stages of community development, we find that there has not been any significant progress in spreading adult literacy not to speak of adult education as defined by the Union Minister for Education in its three aspects, viz. (a) the induction of literacy among grown-up illiterates, (b) the production of an educated mind in the masses in the absence of literary education, and (c) the inculcation of a lively sense of rights and duties of citizenship both as individuals and as members of a democratic nation. Various Evaluation Reports are discouraging. "The adult literacy centres run as long as grants are available but as soon as these cease, the centres cease too."*

16.13. The usual pattern for adult literacy is that the village teacher is given an allowance and he is expected to teach for a number of periods in the evening. This method in itself creates a problem inasmuch as the teaching of small children requires in the teacher certain habits and attitudes which he may not be able to shed when addressing adults. We feel that after due thought and research really suitable books should be prepared for village adults. Proper methods of teaching the illiterate who possess a good deal of worldly knowledge and experience should also be worked out and imparted to the village teacher who will have to be utilised for this purpose for a long time due to the vastness of the problem of illiteracy in spread-out villages and the teachers' availability at site. A preliminary survey of the adult illiterates, both men and women, should be made and a programme for literacy should be drawn up for both separately. The programme of organising literacy camps and intensive literacy drives requiring concentrated effort in a short period has proved successful. It deserves to be tried on an extensive scale in all the blocks.

16.14. In Etawah, Uttar Pradesh, an attempt is being made to utilise students of Higher Secondary Schools and Colleges, after 15 days' training, in an honorary capacity for this purpose during summer months and the first two months of the academic session. We commend this experiment for the consideration of the State Governments.

16.15. We have also to see that neo-literates do not relapse into illiteracy. For this purpose regular follow up programmes should be worked out and suitable literature produced and provided in the libraries. Community centres, if properly worked, should also help in this follow-up programme.

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* Fourth Evaluation Report, page 35.

16.16. Films can play a great part in teaching the lessons of citizenship, social responsibility, personal health, public hygiene, etc. Suitable films should be produced and circulating libraries of films should be maintained by the States. Each S. E. O. should have a projector which he should know how to operate himself and should have a regular flow of films from the circulating library to show to the villagers. More radio sets should be provided to villages on subsidised prices. Village leaders should be taken to radio stations to broadcast talks. Similarly, discussions in which villagers participate during rural camps etc. may be recorded and broadcast. This will give self-confidence to the villagers and ensure more enthusiastic cooperation from them.

1. General.

Mahatma Gandhi had, during a period of 30 years, put village reconstruction along realistic lines at the very centre of all plans for national reconstruction. He had taught that village reconstruction was nearly the whole of national reconstruction. He did not leave the matter at the stage of the enunciation of the theory, but he also established All-India organisations like the A. I. S. A., the Harijan Sewak Sangh, the A.I.V.I.A., the Hindustani Talimi Sangh, the Kasturba National Memorial Trust, etc., and through them trained a steadily growing army of constructive workers and then put them as whole-time workers into the field, paying them generally maintenance allowances only and then carefully checking up their work from time to time. Today in the implementation of the various schemes of community development, more and more emphasis is laid on non-governmental agencies and workers and on the principle that ultimately people's own local organisations should take over the entire work. It may be, that people's local organisations now contemplated differ in pattern somewhat from those created during Gandhiji's days. But no work that statutory agencies can do can cover the areas which are now touched by institutions like the Harijan Sewak Sangh or the Kasturba Trust. As the years advance, a measure of merger is bound to take place, but important non-official organisations and workers will continue to keep their identities though drawn into closer cooperation and even collaboration with statutory organisations. The Sarva Seva Sangh and its work in the Gramdan areas of Koraput, the Khadi and Village Industries Commission and its Saghan Kshetras, the Sarvodaya blocks in the Bombay State are examples of the new alignments between non-official and Governmental agencies which are already coming to the picture.

II. The Sarvodaya Scheme : Bombay.

17.2. A decision was taken by the Bombay Government, shortly after the passing away of Gandhiji, to do honour to his memory by the promotion of the various activities included in his constructive programme in a systematic and organised manner in compact groups of villages, selected for the purpose, in the backward areas of the State.

17.3. Each Sarvodaya Centre comprising 30 to 50 villages was sanctioned at the rate of one per district. The total number of

Sarvodaya Centres on the 1st of April 1956 was 29, covering 1,204 villages in 25 districts with an area of over 207 lakh acres. The total population of these villages was 8.2 lakhs.

17.4. To coordinate the activities of the Sarvodaya Centres, a committee known as the State Sarvodaya Committee was set up with the Chief Minister as Chairman with other Ministers, Deputy Ministers, Secretaries connected with Development Departments and some leading non-official workers as members. The Registrar of Cooperative Societies functioned as the Member-Secretary. A Budget Sub-Committee was set up which looked into the assessment of the financial requirements of the various centres with the Minister for Cooperation as the Chairman and with the Deputy Minister for Backward classes and 3 regional members of the State Sarvodaya Committee as members.

17.5. Each Sarvodaya area was placed under the charge of a non-official social worker designated as Sanchalak. He was the Chief Executive Officer, prepared the annual budget for the area, appointed his own staff and was the Chairman of the Sarvodaya Area Committee consisting of 4 to 8 non-official members. This Committee was only advisory in character. District-level Officers helped in carrying out programmes and attended meetings whenever invited to do so.

17.6. Each area or block was manned with one Sanchalak and one Up-Sanchalak, accountants, sub-centre workers, khadi workers, clerks, etc. In some areas there were organisers for cottage industries, agriculture, sanitation and health, an overseer, a *ghani* organiser and a doctor, etc.

17.7. Average expenditure per year per centre over a period of six years was Rs. 38,000.

17.8. The Programme of work was generally as follows:—

(1) Farming, including improvement in methods of farming and production.

(2) Village industries and cottage industries.

(3) Education.

(4) Sanitation and health plus communications.

(5) Social welfare with prohibition and cooperation.

17.9. Evidently much depended upon the Sanchalak. He was a person conversant with ideals and methods of the earlier constructive programme under Gandhiji and with considerable experience in village

work. But the block committee was only of an advisory nature. Full responsibility, therefore, did not rest upon the people. It is for consideration, if people's sense of responsibility would not grow and increase by giving these committees fuller powers so that the Sanchalak becomes more and more only the constitutional chairman.

17.10. While, on the one hand, nothing should be done to reduce the usefulness of the moral and personal influence of the Sanchalak, it is necessary to take care on the other hand that, people's participation does not depend all the time on such a personal factor only. The personal factor itself should be pressed into service in developing people's own initiative and responsibility.

17.11. It is important to remember in this connection that the Bombay Sarvodaya Scheme started on the initiative taken by the State Government itself to secure the cooperation of Sarvodaya workers, in such a manner as was acceptable to those who had grown up in the Gandhian tradition of constructive work with its emphasis on character, self-less devotion and on khadi and village industries. It is, therefore, in the nature of a contract entered into willingly by both the Government and the non-officials. We make a few suggestions for the consideration of both the parties in view of the overall plan for rural development with which we are concerned. The following are our suggestions:--

(1) The areas of operation of the existing small Sarvodaya blocks may be extended to cover the whole of an N. E. S. block with such minor adjustments of areas and boundaries as may be found necessary.

(2) Without in any way weakening the emphasis on such items of the Sarvodaya scheme as now receive such emphasis, all the other items of work included under N.E.S. blocks should be taken over by the Sanchalaks thus combining their emphasis with other items of work which have now become unavoidable.

(3) While retaining the administrative set-up in such manner as they would wish to, all the personnel provided under the N. E. S. scheme may be put at the disposal of the Sanchalaks, care being taken to avoid duplication.

(4) It will follow, therefore, that whatever funds are made available under the N. E. S. scheme are put at the disposal of the Sanchalak, care being taken again that no amounts are duplicated under any heading.

(5) The exact form of relationship between the panchayat samiti

and the sponsors of the Sarvodaya scheme could be determined by negotiations between the two. The samiti could authorise the working of the development programme through non-official efforts and determine the nature and extent of assistance to be given by the samiti for the purpose. A mutually acceptable arrangement as between the panchayat samiti and the management of the Sarvodaya scheme should not be difficult.

III. Saghan Kshetra.

17.12. The Saghan Kshetra scheme was started by the Khadi and Village Industries Commission. There are about 58 pilot projects under this scheme in different States.

17.13. Each Saghan Kshetra was started where there was already a strong tradition of constructive work and also a nucleus of devoted constructive workers. In the first stage, each Saghan Kshetra is dealt with as a pre-intensive block for one year with a sanctioned expenditure of Rs. 4,000. During the pre-intensive stage some preparatory work is done, a few workers are trained, the Kshetra Samiti is registered and some productive work is organised. The Kshetra Samiti is an *ad hoc* body during the first two years, after which an elected one takes its place.

17.14. Each Saghan Kshetra consists of 30 to 40 villages. Every adult in the block who contributes a minimum of 12 days' manual labour for community purposes is registered as a member of the primary body. All such members residing in a village form themselves into a Vikas-Mandal. The Kshetra Samiti consists of one representative elected from each Vikas-Mandal. The Saghan Kshetra, therefore, will have 30 to 40 members who elect a small Yojna Samiti (Planning Committee) which will prepare the plan and execute the same. The Sanchalak and the Up-Sanchalak will assist the Yojna Samiti and the Kshetra Samiti. The Gram Vikas-Mandal is a body consisting of only those adults who have faith in the constructive programme and who contribute at least 12 days' manual labour every year. The Kshetra Samiti is a sponsoring body utilising various services and producing a sense of over-all unity and purpose.

17.15. The total expenditure per year on a Saghan Kshetra is (1) Rs. 12,000 for administration, and (2) Rs. 8,000 for contingencies and other items. For grants and loans the Saghan Kshetra workers take advantage of the various schemes of the Khadi and Village Industries Commission. Generally in each Saghan Kshetra 9 to 11 items of village

and cottage industries are taken. Each such industry gets an out-right grant ranging from Rs. 10,000 to Rs. 20,000 from the Commission. Unlike as in C. D. and N. E. S. Blocks there is no system of matching grants. This is surprising because constructive workers, more than any others, have always emphasised, self-reliance and self-sufficiency. Each Saghan Kshetra also gets upto Rs. 55,000 for building workers' quarters workshops and godowns. There are generally 9 full-time workers in each Saghan Kshetra whose salaries are coverd by the grant of Rs. 12,000. There are also a Sanchalak and an Up-Sanchalak who are direct employees of the Commission and whose salaries are not included in the grant. This makes a total of 11 full-time workers.

17.16. In the words of the Chairman of the Khadi and Village Industries Commission, "the fundamental object of the scheme is to re-arrange and re-organise life and activities in a manner that will make for the village economy and of the individual. Attention is paid to the lowest in the social and economic ladder. Only a minimum of aids from outside is contemplated. In its final form, the village plan provides for a diversification of occupation towards the end that varied activities are set in motion to achieve the maximum results in matters such as provision of fuller employment and full utilisation of hitherto un-utilised sources. While in agriculture improved methods are introduced, the surplus man-power is diverted to khadi, village industries and other social services. Success in the working of the plan generates new enthusiasm and strength in the people and makes them self-reliant and self-confident."

17. 17. It will thus be seen that the aim of the Saghan Kshetra scheme is to create total employment and reach out to the lowliest in rural society. Emphasis is, therefore, more on cottage and village industries which next to agriculture can employ the largest number of people. The whole programme of village development is woven round occupations close to the soil and profitable employment. Several other items of village development like improved agriculture, cooperation, basic education, sanitation and health etc., are thus drawn around occupations and employment. This is an approach which is certainly commendable and those engaged in this work should be treated as fellow-travellers in the march towards fuller community development. If the area of a Saghan Kshetra is enlarged to cover the extent of an N. E. S. block, then the way will be cleared for easier coordination for fulfilling the common purpose. Like the Sarvodaya Centres, these will also function as special experiments in community development without working in isolation or contradiction. As in the case of our suggestions regarding the

Bombay Sarvodaya Centres care will have to be taken to avoid duplication either in personnel or in funds.

17.18. Kshetra Samitis can undertake work in development block areas in any of the following ways:—

(1) the workers of the Kshetra Samiti may be utilised as a sort of striking force which will create appropriate atmosphere as well as the machinery required for the purpose of intensive development of cottage and village industries, prepare one block and then move to another contiguous block for similar work; or

(2) they may be in the entire charge of all Gramodyog work in a block or a group of blocks and concentrate their energies upon the development of cottage and village industries in the area assigned to them; or

(3) in the alternative, they may be in charge of all the entire development activities in the block and work on the line suggested above for Sarvodaya workers; or

(4) as in the case of Bombay Sarvodaya blocks, here also appropriate adjustments will clearly become necessary on the establishment of the panchayat samiti. Equally, such arrangements should be feasible though the details may vary.

17.19. To enable the Saghan Kshetra Sanchalak to carry on all the activities included in the programme of a block panchayat, it may be desirable to afford facilities of training Saghan Kshetra workers in different subjects in the training centres of the State meant for workers in the N. E. S. Block.

IV. Gramdan

17.20. The Gramdan Movement under the leadership of Acharya Vinobaji is now well-known and the fact that Gramdan villages have greater possibilities for all-round community development than most other areas is also widely recognised.

17.21. Upto August 1957 State-wise numbers of villages given as Gramdan are as follows : Assam 77, Andhra Pradesh 75, Orissa 1847, Uttar Pradesh 12, Kerala 301, West Bengal 8, Bihar 97, Bombay 237, Madras 223, Madhya Pradesh 26, Mysore 15 and Rajasthan 14; totalling 2932 villages.

17.22. Where the owners of most of the land in a village make a

written gift of it to Acharya Vinobaji it is called Gramdan. The land is then placed at the disposal of the whole village which arranges for its most profitable utilisation. Gramdan has two very vital considerations underlying it and these are:—

(1) the landless who are often the poorest and the lowliest in the villages benefit by this movement, because land-owners by renouncing private ownership identify themselves with all others in the village community;

(2) the plan of the development comes directly from the village people themselves.

17. 23. Recently, the question of community development in Gramdan villages was discussed at a Conference in Mysore, representatives of a number of political parties participating. It was then decided that the community development work at present going on should be closely interlinked with the Gramdan movement and to this end, the selection of new block areas including Gramdan villages should be given preference. This was also the decision of the Sixth Development Commissioners' Conference held at Mussourrie. In view of the added facilities which Gramdan villages provide for cooperative farming, co-perative marketing of village produce including that of village industries, consolidation of holdings, utilisation of land for community purposes and the creation of an atmosphere of mutual trust and cooperation, we consider these recommendations are of vital importance.

Section 18 MEASURES FOR ECONOMY, EFFICIENCY AND SPEED

After a complete review of the present position, we have reached the conclusion that there is little scope for any absolute saving for reduction of expenditure in the field of community development. It is not possible to reduce the allotments for staff, grants-in-aid or loans. On the contrary, the existing allotments are inadequate for the urgent need. Community development is a constantly expanding programme and even with rising proportions of local contributions, state expenditure has to keep pace with the expansion of the programme both in area and in variety. In this Section, we will examine certain specific aspects of the pattern of expenditure and individual items and make our recommendations for the purpose of securing a better and more efficient use of the limited resources now available.

18.2. The expenditure on the staff is not identical in any two blocks even though the staffing pattern might be. This is for the obvious reason that two members of the same cadre and holding similar posts might be drawing pay at different stages of the same pay-scale. In some blocks, the expenditure on the staff might be more than the schematic budgets and in some others less. We would, therefore, recommend that the provision for personnel in all the blocks in a State be treated as a pool out of which expenditure on the staff in each block should be met according to actual requirements provided that the necessary complement of staff of all categories is maintained in each block and that the formula for sharing the cost by the State and the Centre is not affected.

18.3. We have observed that in some States a part of the provision for personnel at the block level is spent on the staff at state headquarters. This reduces the already inadequate amount available for expenditure within the block. So far as we are aware, it was never the intention that this allotment which is shared by the State and the Centre should be used for any purpose other than for expenditure on block level staff. We would recommend that these funds should in no case be spent outside the block.

18.4. In one State, almost the entire funds intended for public health and sanitation in a community development block have been used for taking over a hospital run by a municipality. In another, an X-Ray plant and other amenities were provided for the hospital at the district headquarters outside the block on the ground that it also benefited the population of the block. In yet another case, an amount of Rs. 60,000

was spent out of the block allotments for the construction of an educational museum at the district headquarters. No project located outside the block should be financed out of the block funds and we recommend that no scheme involving such a large expenditure should be undertaken excepting when it is essential and unavoidable.

18.5. In several blocks we have noticed a tendency to concentrate the effort and funds on a few villages; in one case Rs. 1,70,000 were spent on one single village. This is obviously contrary to the entire scheme of community development. Such cases arise partly out of local pulls and pressures and partly out of a wrong approach on the part of our workers. Local development is not for the edification of visitors from outside, but for the benefit of local people; to create a show-piece is not its objective, but to develop the area as a whole.

18.6. We have similarly observed a tendency for concentrating on a few big items instead of building up a balanced programme in each sector. Thus, in one case Rs. 90,000 out of the provision for education in a block was sanctioned as a grant-in-aid for the construction of a building for a single high school and an amount of Rs. 1,40,000 available for the amenities programme in another block was used up on the construction of a concrete track. In yet another case, almost the entire funds available for irrigation and reclamation had been sanctioned for the construction of one or two dams benefiting only a limited number of big land-owners. The objection here is not so much to spending large amounts on a few items, but to the small number of persons benefited. All big schemes should, therefore, be examined from this point of view, particularly, if they are schemes with local assistance.

18.7. In some areas, grants-in-aid given on the basis of local participation have really met almost the entire cost of the schemes. Either the scale of Government contribution has been excessively high or no safeguards have been provided against inflated estimates. We recommend that the small provision for grants-in-aid should be used for the purpose for which they were intended, namely, to act as a lever for building up self-reliance amongst the people. The percentage of people's contribution for a particular type of work should gradually increase as the community development programme progresses. Instead, in many areas self-reliance appears to melt away as soon as the state-sponsored schemes have been executed and no new ones are sanctioned. The contributory principle should be applied to as many programmes as possible and the people's contribution should be in keeping with the requirements for encouraging self-help. Children's parks constructed at 100 per cent Government cost, as we no-

ticed in one area, did not survive long as the people thought of them as belonging to 'Government' and did not care even to maintain them. People put their hearts where their money is involved. This principle already recognised in local development works should be universal in all areas.

18.8. Grants-in-aid should also be used as a means for emphasising the priorities of the programme and for encouraging ventures of a productive nature. We recommend that about 50 per cent. of the grants-in-aid in each block should be spent on productive purposes such as soil conservation work, plant protection, green manuring, irrigation works etc,. the remaining 50 per cent being spent on amenities. The limit of 50 per cent is only suggestive and may be varied by the States for different areas according to local conditions.

18.9. We have mentioned that the present arrangements for provision of agricultural credit at reasonable rates is unsatisfactory and that adequate credit is not available. But we found exceptions to this. Credit can be too easy resulting in overlending and low recovery. In one area, where we examined this question in great detail, out of Rs. 19,90,000 advanced from the project funds, only Rs. 90,000 had so far been recovered out of Rs. 8.5 lakhs overdue. The loans in kind in the form of fertilisers had been issued so indiscriminately that the borrowers resold the fertilisers at Rs. 20 per bag whereas the Government rate was Rs. 34-6-0 per bag. The borrowers, apparently felt that these loans were not to be repaid; equally the lending agencies, interested in showing high figures of disbursement did not appear to realise that these loans had to be recovered and accounts kept with the same care as the normal taccavi loans. We also felt that there was not adequate coordination between the lending agency and the recovering agency. This requires urgent attention of the State Government.

18.10. Delay in the sanction of schemes, lack of detailed planning and uncoordinated action between departments lead to heavy expenditure, especially in the closing months of the financial year or of the project period. In one state, we noticed an expenditure of Rs. 1,70,000 incurred on the construction of urinals attached to schools during the last three months of the project period; we were not satisfied that there was real matching contribution from the local people. In another state, a payment of Rs. 90,000 was made to the managing committee of a Girls' High School for the construction of a school building even before the work had made substantial progress. There has also been a case where to avoid lapse of a provision in the budget, a substantial amount was drawn by the

Block Development Officer from out of the treasury and kept in a safe from where it was later stolen much to the embarassment of the B. D. O; he had already shown it in the registers as having been spent. The reasons for all these irregularities and rush of expenditure towards the close of the financial year are the delay in the issue of sanctions, the apprehension that funds once surrendered would not be available during the following year and undue emphasis placed on the figures of expenditure as a measure of the degree of the progress. We recommend that, as far as possible, the provision for grants-in-aid should be non-lapseable at all levels.

18.11. Avoidable expenditure is waste. Expenditure on buildings has been unnecessarily heavy in certain areas. Apart from being waste, it has an unfavourable effect upon the people's minds and widens the gulf between the people and the people in charge of the development programme. The standard and the size of the buildings should be such as is in consonance with the rural conditions. We noticed that the cost of an office building in a certain block was as high as Rs. 40,000. Another source of waste in our works programme is the unduly long time taken in the completion of the projects. There have been cases where the office building and staff quarters as also the institutional buildings have not been completed, sometimes not even started, during the entire project period of three years. Sometimes, grants-in-aid are sanctioned without ensuring that the people's contribution is actually available. Sometimes, proper planning is lacking and technical guidance not available. Use of local material and local labour should always be insisted upon both for the purpose of economy as also for assisting the community for whose ultimate benefit the building is being built. We have observed in Section 6 that there is generally a lack of adequate provision for maintenance of the works and institutions built with local contribution in labour, kind and cash. Sometimes, these institutions had to be closed down for lack of such provision. This is one method of spending the public funds wrongly.

18.12. During our visits to some states, it came to our notice that items of imported equipment could not be utilized because they will not be suitable for use under conditions prevailing in the area. Among such items were heavy grain threshers, heavy tractors, X-Ray sets operating *on frequencies* not in vogue in our country, etc. We recommend that the State Governments concerned as also the Central Ministries should institute detailed enquiries into all these cases at least to avoid future waste.

18.13 Sometimes, equipment is put to improper use: the generator

intended for the mobile projector is being used in some areas to electrify the guest house on the occasion of a V. I. P's visit. Such V. I. P's visit should not be an occasion for unnecessary ostentation, especially when we are attempting to persuade the farmer that he should spend less on his daughter's wedding and on his father's *Shradh*.

18.14. We have heard in many areas the complaint that jeeps intended for development work in block areas are often misused inside and outside the blocks. Apart from these allegations of misuse, which have a sad effect upon the local population, we consider that the use of the jeeps is not merely unnecessary but has adverse effect upon the entire official machinery working in community development block. The jeep is useful for reaching the farthest village. Equally, it is intended for rapid movement. The result is that visits to the villages, even for the junior-most officers, become affairs of a few minutes rather than the work of a few days. We have already pointed out in Section 5 the need for detailed and long inspections. The jeep, in actual practice, prevents them. We, therefore, recommend that all jeeps should be withdrawn from the blocks. The only exception perhaps can be a jeep for the Mukhya Sewika.

18.15. Seminars and periodical conferences have their uses. But we find that the decisions arrived at and the recommendations made by many of these are rarely followed up, thereby detracting from the utility of these meetings. We have also noticed that some of these are held with considerable pomp, not merely unnecessary but undesirable. Many of them are too large to be genuinely useful and there is a general feeling that they are too frequent. These points need remedial action by State and Central Governments.

18.16. In a number of blocks visited by us, the local people as well as the local officials mentioned that as there was a tendency for too frequent visits by outsiders, some of these blocks are displayed as show-pieces for foreign dignitaries as also for V. I. Ps, both from the Centre and the States. We were told that such frequent visits absorb a very considerable part of the working hours of the block and village staff and also gradually induce in the local people a feeling of amused disbelief in our assertion that community development is primarily their concern.

18.17. The publication of numerous periodicals, brochures and manuals by the Community Development Ministry and other Central Ministries needs careful examination. We have already pointed out that there is a considerable amount of lack of coordination in these publications. Here, we would stress the criticism which we have heard very frequently that

there are too many similar publications printed on expensive paper with unnecessary pictures and a number of articles irrelevant to the purpose for which the periodicals are published. These criticisms are, we fear, generally justified. Here again, it is not merely the question of the waste of money which is involved but also the adverse impression created amongst the people in the community development blocks. We would urge that all these matters should be examined very rapidly and suitable action taken in the interest of economy and efficiency.

18.18. During the past five years the community development programme has, in its pre-intensive or intensive stage, covered nearly a third of the countryside. People in these areas have become keenly aware of their rights to the amenities which a Welfare State can offer them. A section of them, however small, has also begun to take a live interest in the development activities, especially in the field of agriculture. Admittedly, this interest is still far from assuming significant proportions. We have, in our visits to the various blocks, perceived that the village people are no longer satisfied with their existing economic and social condition in rural areas. Instead of the old placidity, they are gradually developing a more active attitude to these matters. We have every hope that with proper guidance and appropriate assistance they should realise in a full measure the benefits of community development in all its aspects. The changes in approach, emphasis and priorities which we have suggested, the decentralisation of responsibility and power, the changes in administrative pattern, the modification in the current practices or the introduction or emphasis on others in a riculture, rural industry, etc., should, in our opinion, help our rural population appreciate that development alone can lead to amenities.

Balvantray G. Mehta, *Leader*

Shankar Dayal Sharma, *Member*

*B. G. Rao, *Member*

Phool Singh, *Member*

G. Ramachandran, *Member*

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R. K. Trivedi,
Joint Secretary,

New Delhi
November 24, 1957.

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* Subject to a minute of dissent.

** Shri D. P .Singh, Member-Secretary, had to leave India before the final draft of the Report was ready. We regret that he could not sign it.

Minute of Dissent by Shri B. G. Rao

I have been unable to agree with my colleagues on three points : the appointment of the Gram Sewak as the development secretary either of the village panchayat or of the committee of village panchayats within his circle, the organisation at the centre coordinating the various community development activities in the country and the field organisation for Social Education. As I consider them fundamental to our study of the problems of community development and the terms of reference, I am appending to the report this minute of dissent.

A

2. We have recognised that our recommendations regarding the functions to be allotted to Gram Sewak may lead to the Gram Sewak becoming more a service agency and correspondingly less an extension worker. Equally, we cannot ignore the fact that even now the tendency of the Gram Sewak is to prefer desk work to field work. His appointment as development secretary of the panchayat or the group of panchayats will inevitably emphasise this tendency. It is true that we have suggested that care should be taken to ensure that he should not, in his capacity as development secretary, be burdened with any office work. This suggestion, I fear, will remain little more than a pious wish. Numerous letters will be received by the panchayat or by the group of panchayats in regard to development matters. These letters will have to be read, placed before the panchayat or the committee, action taken and reports sent either to the block development officer or to the chief executive officer of the panchayat samiti. It is obvious that all this work can and will be done by the development secretary of the panchayat, as we do not contemplate that he will merely issue orders to someone else to do this work. In effect, therefore, he will perforce have to deal with a fairly large volume of correspondence; the wider the field of developmental activities, the larger will be the volume of this desk work. Gradually, the Gram Sewak will cease to be primarily an extension worker; he may even have to devote less attention to his functions as a service agency. He will be at the village level a miniature 'head of a department', who will, irrespective of our intentions, be tied down to his desk for the major part of the day. I am, therefore, unable to agree to this method of establishing an organic link between the Gram Sawak and the village panchayat.

3. This link could be equally organic and effective but less deleterious to the field work of the Gram Sewak if we arrange that he attends all meetings of the village panchayats and discusses with them his activi-

ties during the current month and his programme for the next month. He need not be a member of the panchayat for this purpose or if he be a member, he need not have the right to vote. All that we need is that there should be close contact between the village panchayat and the Gram Sewak; and that such contact should not bring with it any responsibility, direct or indirect, for any office work. These two requisites are secured by the suggestion which I have made.

B

4. The Ministry of Community Development deals with all development programmes directly affecting rural areas. But its primary functions already lie within the ambit of Central Ministries of Agriculture, Irrigation, Health, Transport, Education and Industries. On all matters pertaining to these subjects the policy decisions, when taken at the Centre, are invariably taken by the Ministry concerned. But often programmes are approved, funds sanctioned and instructions issued to the States on the same subject both by the Ministry concerned and by the Ministry of Community Development. Even in policy, there seems to develop a wide chasm between them. For instance, the Development Commissioners' Conference, held at Mussorie in April 1957, prescribed a variety of functions for the Social Education Organiser. The relevant recommendation of the conference has been accepted by the Ministry. On the other hand, the Ministry of Education feels that many of these functions should never be assigned to him, e. g., panchayat work. There is, thus, between the various Ministries and the Ministry of Community Development often overlapping and duplication of functions, sometimes lack of coordination and always the possibility of contrary action. The existence, within the Community Projects Administration and now in the Community Development Ministry, of separate technical advisers merely increases this possibility.

5. Even before the creation of the Ministry while the Community Projects Administration was functioning as part of the Planning Commission, this overlapping and lack of coordination was perceived. And, there fore, every opportunity was taken to stress the fact that the Community Projects Administration was merely a "messenger boy" organisation with no power of taking policy decisions, but only intended for rapid and effective coordination between the programmes of the different Ministries for the purpose of securing the maximum volume of rural development within the funds and the time available. The conversion of the Community Projects Administration into a Ministry has not fundamentally changed this relationship nor created nor demarcated fields in which the Ministry can take any policy decisions.

6. I have examined with some care the distribution of work amongst the senior officers of this Ministry and have found little that cannot be appropriately and usefully reallotted to the Ministry concerned. After such reallotment, all that will be left over for the Community Development Ministry is the responsibility for the training of Block Development Officers, inspection of the work in the blocks and its own establishment. The training of the Social Education Organiser should, in the opinion of the Ministry of Education, be the direct concern of that Ministry rather than any other organisation at the Centre. The training programmes of this Block Development Officers should obviously be handled by the States concerned. I feel that the time has come to coordinate and link the programme more closely with the programme for training administrative officers belonging to the all-India and State cadres. This can best be done by the Ministry of Home Affairs. As for inspections, those which are now carried out by the technical advisers, can be carried out by the technical officers of the Ministry concerned. This should be so, especially with openinig of the extension wings in the various Ministries. All that would then be left over for this Ministry is its own establishment work.

7. It has been suggested at different times that the Ministry of Community Development, because it has no policy work assigned to it, should take over the work dealing with cooperation and panchayat. I am unable to endorse this view. Not merely under the Constitution but also in actual practice these two subjects are and should be the sole and complete responsibility of the State Governments and local organisations below them. This would also be in consonance with our own recommendations in Section 3 of the Report. And, I find no work which a Central Ministry can perform in either of these fields without inviting the criticism of encroachment upon the State's functions and, what is more important, seriously crippling the initiative of the States and the local self-governing bodies or the cooperative organisations. The activities of a Central Ministry in these fields will, however well-intentioned, be directly contrary to the process of genuine democratic decentralisation which we have urged. We have indicated in Section 2 that the control over panchayat should be exercised by the next higher local self-governing body or appropriately constituted zila parishads and that the State Government should have no direct dealings with them except at the highest tier. For their proper development, it may be useful to allow and encourage them to form themselves into State federations and the latter again into all-India federations. But these should be purely non-Governmental organisations of which representatives of the Government should under no circumstances be office bearers.

8. The conversion of the Community Projects Administration into a Ministry has not, in my opinion, resulted in any perceptible usefulness so far as rural development work is concerned; rather, it can justifiably attract the criticism that it has merely resulted in the increase in the number of officers at the higher level. I see no demonstrable advantage nor justification for the existence of a separate Ministry of Community Development, and recommend that it be abolished as being not merely unnecessary and wasteful but also likely to lead to a lack of coordination and blurring of responsibilities.

9. It should be clear from these observations that I recommend no reversion to the former arrangement when a vast Community Development Administration functioned at the Centre. Whatever might have been the utility of such an Administration at that time, we have now clearly reached a stage where the continuance either of a Ministry or of the Administration would be unnecessary and unjustified. It will, however, be essential to maintain a division within the Planning Commission to watch the progress of the different activities in the field of community development and ensure that these activities are properly coordinated. This coordination, in my opinion, can be best secured under the guidance of the Deputy Chairman of the Planning Commission.

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10. The main objectives of social education are 'to create a new outlook, new values and new attitudes on the part of the people, to impart new ideas and new skills, to energise people's organisations for group action, to provide healthy recreation, to give an impetus to the entire development programme by enlisting people's participation and to build up local leadership'. While I subscribe to the need for doing all these things, I find it difficult to envisage that they can be done by any separate and specific organisation. They can, in my opinion, flow only from constant contact between the block-level extension officers and the Gram Sewak on the one hand, and the people on the other. To introduce any other State agency, either working independently or as a liaison between the official workers and the people is, in my opinion, a wrong approach to the problem. A Gram Sewak whose aptitude, inclinations and training are in the right direction, and an extension officer properly attuned to the villagers' outlook on the one hand and the scientific attitude on the other, would be the only persons who can either change the sense of values or impart new ideas or enlist people's interest and enthusiasm in any development work. As for the building up of local leadership, I am afraid that it has been conceived and attempted on wrong lines. The leaders in a democratic country grow and are not grown. Village lead-

ers nominated or 'discovered' by an external agency would really not be effective and such leadership can never be democratic.

11. From these conclusions flows my recommendation that the Social Education Organiser is not an essential part of the community development organisation. A number of persons, both official and non-official, have expressed their feelings fairly clearly in support of this view. Some of them have said that if a Social Education Organiser is necessary, that will be at a much later date when development, as distinct from welfare, has made satisfactory headway. In the meantime, it has been suggested that the funds now spent on their training can be usefully applied to a more immediate need, viz. training and employing more agricultural extension officers. It is widely held that one agricultural extension officer is really inadequate to deal with between 7,000 and 14,000 families. It will have to be examined whether at least the larger blocks in the States do not need two agricultural extension officers straightaway. The employment of such extra officers should be possible by a wise curtailment, if not complete abolition, of the Social Education Organiser's cadre.

12. In regard to the women Social Education Organisers, I believe even the Ministry of Community Development has realised that her role has been misconceived and her usefulness greatly limited. Our recommendation for the complete integration of the machinery now operating on behalf of the Central Social Welfare Board and the Ministry of Community Development should make it unnecessary to have a separate women Social Education Organiser and I am of the opinion that we should abolish the post as soon as our recommendation in Section 7 is given effect to.

New Delhi,
The 24th November, 1957.

B.G. Rao

PART II

Summary of the Recommendations

Sl. No.	Ref. to Para No.	
		Introduction
1.	7	In addition to evaluation by Programme Evaluation Organisation, another body should make a review, after every few years, of the progress made and problems encountered, and advise on future lines of action in connection with the community development programme.
		Section 1
		Concept and Approach
2.	1.8	The emphasis should shift without delay to the more demanding aspects of economic development and the priorities as between the different activities should be: supply of drinking water, improvement of agriculture and animal husbandry, cooperative activities, rural industries and health, followed by all others.
		Section 2
		Democratic Decentralisation
3.	2.8	The Government should divest itself completely of certain duties and responsibilities and devolve them to a body which will have the entire charge of all development work within its jurisdiction, reserving to itself only the functions of guidance, supervision and higher planning.
4.	2.12	At the block level, an elected self-governing institution should be set up with its jurisdiction co-existensive with a development block.
5.	2.15	The panchayat samiti should be constituted by indirect elections from the village panchayats.
6.	2.16	Each of the municipalities lying as enclaves within the jurisdiction of a block should elect from amongst its own members one person as a member of the panchayat samiti. Secondly, State Governments may

convert predominantly rural municipalities into panchayats.

7.	2.17 and 2.18	Where the extent and importance of the local cooperative organisations in a block justify, a number of seats equal to 10% of the number of elected seats be filled by the representatives of directors of cooperatives, either by co-option or by election. Secondly, the samiti should have a life of 5 years and it should come into being sometime in the third year of the five-Year Plan period.
8.	2.19 and 2.20	The functions of the panchayat samiti should cover the development of agriculture in all its aspects, improvement of cattle, promotion of local industries, public health, welfare work, administration of primary schools and collection and maintenance of statistics. It should also act as an agent of the State Government in executing special schemes of development entrusted to it. Other functions should be transferred to the panchayat samitis only when they have started functioning as efficient democratic institutions.
9.	2.21	The following sources of income be assigned to the panchayat samiti : (i) Percentage of land revenue collected within the block. (ii) Cess on land revenue, etc. (iii) Tax on professions, etc. (iv) Surcharge of duty on transfer of immovable property. (v) Rent and profit accruing from property. (vi) Net proceeds of tolls and leases. (vii) Pilgrim tax, tax on entertainment, primary education cess, proceeds from fairs and markets. (viii) Share of motor vehicle tax. (ix) Voluntary public contributions. (x) Grants made by the Government.
10.	2.21	The State Government should give to these samitis adequate grants-in-aid conditionally or unconditionally or on a matching basis, with due regard to economically backward areas.

11.	2.22	All Central and State funds spent in a block area should invariably be assigned to the panchayat samiti to be spent by it directly or indirectly excepting when the samiti recommends direct assistance to an institution.
12.	2.25	The technical officers of the samiti should be under the technical control of the corresponding district level officers but under the administrative and operational control of its chief administrative officer.
13.	2.25	The annual budget of the samiti should be approved by the zila parishad.
14.	2.26	A certain amount of control should inevitably be retained by the Government, e. g., the power of superseding a panchayat samati in public interest.
15.	2.28	The constitution of the panchayat should be purely on an elective basis with the provision for the co-option of two women members and one member each from the Scheduled Castes and Scheduled Tribes. No other special groups need be given special representation.
16.	2.29	Main resources of income of the panchayat will be property or house tax, tax on markets and vehicles, octroi or terminal tax, conservancy tax, water and lighting rate, income from cattle ponds, grants from the panchayat samiti and fees charged from the registration of animals sold, etc.
17.	2.30	The village panchayats should be used as the agency for the collection of land revenue and be paid a commission. For this purpose the panchayat may be graded on the basis of their performance in the administrative and development field, and only those which satisfy a certain basic minimum efficiency will be invested with this power.
18.	2.30	The village panchayats should be entitled to receive from the panchayat samiti a statutorily prescribed share, up to three-fourths of the net land revenue assigned to the latter.
19.	2.31	Local resources now raised by the village panchayats and spent on the maintenance of watch and ward staff should, in future, be used for development purposes.
20.	2.32	Legislation should provide that a person who has not paid his taxes in penultimate year should be debarred

from exercising his franchise in the next panchayat election and that a panchayat member should automatically cease to be such if his tax is in arrears for more than six months.

21. 2.33 The budget of the village panchayat will be subject to scrutiny and approval of the panchayat samiti, chief officer of which will exercise the same power in regard to the village panchayat as the collector will in regard to the panchayat samiti. No village panchayat should, however, be superseded except by the State Government who will do so only on the recommendation of the zila parishad.

22. 2.34 The compulsory duties of the village panchayats should include among others provision of water supply, sanitation, lighting, maintenance of roads, land management, collection and maintenance of records and other statistics and the welfare of backward classes. It will also act as an agent of the panchayat samiti in executing any scheme entrusted to it.

23. 2.37 The judicial panchayat may have much larger jurisdiction than even a Gram Sewak's circle, and out of the panel suggested by village panchayats the sub-divisional or district magistrate may select persons to form judicial panchayats.

24. 2.38 To ensure necessary coordination between the panchayat samitis, a zila parishad should be constituted consisting of the presidents of these samitis, M. L. As and M. Ps representing the area and the district level officers. The collector will be its chairman and one of his officers will act as secretary.

25. 2.46 If this experiment of democratic decentralisation is to yield maximum results, it is necessary that all the three tiers of the scheme, viz., village panchayat, panchayat samiti and zila parishad should be started at the same time and operated simultaneously in the whole district.

26. 2.47 Persons elected or aspiring to be elected to local bodies should be provided with some training in administrative matters so that they are equipped with a certain minimum of knowledge of this machinery which is growing more and more complex,

27. 2.48 Some of the States consider it advisable to devolve power to a local body at the district level. While the block is the optimum unit for the purpose, similar devolution to a district body may take place instead, provided that

(a) such a district body is fully empowered by Statute on the same lines as the panchayat samiti, though on a correspondingly larger scale;

(b) the appropriate funds, powers of taxation, requisite field staff, and supervisory staff at the district headquarters are made available on the same lines as for the panchayat samiti;

(c) in the blocks selected for development programme, panchayat samitis are constituted to carry out as agents of the district body all other development activities proposed for that area by the district body, and all funds meant to be spent in the block are transferred to the panchayat samitis;

(d) the district body operate directly only in non-panchayat samiti areas or in matters of inter-block and district level activities and institutions; and

(e) the district body is so constituted on a purely elected basis that the former does not become too large to be effective as an instrument for rural development.

(f) If feasible, similar arrangements can also be worked out in the alternative to devolve power to a body with a sub-division of the district for its jurisdiction.

Section 3

Methods of Work : Programme Planning

28. 3.1 In the planning and execution of the C. D. programme, while the states have got to lay down the broad objectives, the general pattern and the measure of financial, technical and supervisory assistance available, it is for the people's local representatives assisted by the development staff to work out and execute the details of the plan. The joint responsibility for fixation of targets should be clearly defined but interlinked.

29. 3.2 The broad distribution of the budget provision should

be prescribed by the Centre. Within this pattern each State should evolve its own schematic budget, in consultation with Central Ministries.

30. 3.2 The district and the block level local representative organisations should work out priorities and phasing within the frame-work prescribed, subject to certain guiding principles and restrictions.

31. 3.3 All schemes sponsored by different departments in addition to those under the block budget, and financed out of state funds, including loans, and/or people's contributions, should be integrated with the block budget schemes at all levels and an integrated plan for the entire state should be evolved.

32. 3.3 Within the block, the panchayat samiti or the block advisory committee should break the integrated plan into smaller units, e. g., Gram Sewak circles, villages and families.

33. 3.4 This process of plan-making and its annual revision should begin in September and end in February to enable finalisation of the plan by March.

34. 3.5 The serious cause of dislocation and consequent wastage in the works has been attributed to delay in sanction of funds. Various possibilities have been suggested, viz., (i) budgetary year should commence on 1st October, (ii) work on continuing schemes should not be held up for want of financial sanctions and (iii) the sanctions should be communicated within a reasonable time of passing of budget. Some of these suggestions have been examined before. In view of the importance of the matter an immediate re-examination of the problem is recommended.

35. 3.6 All the blocks in each State should be clearly demarcated, and the sequence and the year of introduction of the block prescribed on the basis of administrative convenience.

36. 3.7 and 3.8 The present system of dividing the community development programme into three phases of N.E.S., I.D. and P.I.D. leads to two-fold waste and frustration on account of the non-availability of resources during the N.E.S. and P.I.D. stages. This distinction should be replaced by a continuing programme of 6 years,

the unspent funds of each year being carried forward to the following year within certain limits.

37. 3.9 The original budget ceiling of Rs. 15 lakhs should be restored.

38. 3.10 The first phase of six years should be followed by the second phase of six years with a budget ceiling of Rs. 5.5 lakhs.

39. 3.12 In view of limited financial resources, shortage of technical personnel and of supervisory staff, the decision to cover the entire country with blocks during the Second Plan period should be revised and the date extended by at least three years.

Section 4

Coordination at the Centre and between the Centre and the States

40. 4.2 In subjects assigned to the States, the activities of the Central Government should be confined to assisting the State Governments with finances, coordinating research at the highest level, advanced training, organisation and control of such inter-state institutions as the states cannot themselves establish, and to evolving, in consultation with the states, a common national policy consonant with the various Five Year Plans.

41. 4.2 Where the Central Government desires to introduce any new scheme on a country-wide basis, it would be correct to advise the states only on the broad lines of the scheme and allow them to work it out with necessary modifications.

42. 4.3 Research schemes should not merely be appropriately coordinated but mainly worked out by the states, leaving to the Central Ministries the role of helpful adviser.

43. 4.4 In the fields of activity which the Constitution has assigned exclusively to the states, the Central Government should not merely not operate directly but should not concern itself with details of a purely local nature.

44. 4.4 In fields where the states and the Centre can exercise concurrent jurisdiction, the State Government should function alone, either in its own right or as the agent of the Centre, with wide discretion in regard to the administrative details.

45. 4.6 The fact that the Constitution has left to the State Governments very inelastic sources of revenue should not be construed to vest in the Centre the right to issue to the states directives in regard to the minutest details of any scheme for Central assistance as a condition precedent to such sanction.

46. 4.7 The Planning Commission and the Central Ministries, dealing with rural development, should evolve a procedure whereby once a scheme is included in the Plan, it should not need further detailed examination in a Central Ministry unless fresh and unforeseeable circumstances have developed.

47. 4.8 It is essential to allow State Governments a large measure of discretion in details like fixation of pay-scales of personnel, designs of buildings, etc.

48. 4.10 Whatever work the Central Government is to perform in the fields of rural development should be performed by the Ministry concerned and the Community Development Ministry should only coordinate the activities in the block areas.

49. 4.10 Cooperation and rural self-governing institutions which are not receiving adequate attention in the Ministries concerned and which are closely connected with the programme of Community Development should be brought under the Ministry which deals with the coordination of rural development activities all over the country, namely the Ministry of Community Development.

Section 5

Administrative Pattern - Coordination within the State

50. 5.2, 7.19 and 2.12 The area of operation of the Gram Sewak should be reduced and the number of Gram Sewaks increased to about 20 per block.

51. 5.2 The financial implications of increasing the number of Gram Sewaks should be limited by pooling the staff working in the different fields of development and assigning their duties and functions to the Gram Sewak within his reduced charge.

52. 5.3 With the limited funds and scanty trained personnel available, pooling is the only effective answer to the requirements of community development programme.

		With increasing resources in due course, specialised service agencies may be provided.
53.	5.4 and 5.10	A Gram Sewak should not be placed in charge of an area with a population exceeding 800 families or 4000 persons. For very sparsely populated areas, the figures would be necessarily smaller.
54.	5.6	All field workers at a level below the block in the departments of Agriculture, Harijan and Tribal Welfare etc. should be merged with the Gram Sewaks, the additional cost of scheme being shared between the States and the Centre on a mutually-agreed basis.
55.	5.7	A closer link should be established between the Gram Sewak and the village panchayat immediately. As development secretary of the village panchayat, the Gram Sewak should submit his progress reports to the village panchayat at the time of each monthly meeting and the latter should forward its comments to the Block Development Officer.
56.	5.8	Apart from appropriate training and competent direction, reasonable attractive conditions of service and adequate incentives should be provided to the Gram Sewak in the interest of efficiency.
57.	5.8	The B. D. O. should invariably consult all the extension officers before recording his remarks on the annual assessment of the Gram Sewak's work.
58.	5.10	An extension officer cannot normally deal with more than 20 Gram Sewaks.
59.	5.10	In future demarcations, all relevant factors such as topography, density of population, its stage of development and communications, should be borne in mind together with the possibility of making the block co-extensive with an existing administrative unit provided that its size does not become excessively large.
60.	5.10	The block should have its headquarters located as centrally as existing facilities of communication would permit.
61.	5.11	As far as possible, the block should be treated as administrative unit of all development departments with one unified set up. The expenditure under com-

munity development schemes should be integrated with the normal development expenditure in the block and the budget of all development departments in the district split up block-wise.

62. 5.12 Coordination of the extension officers' work through the B. D. O. as captain of the team is essential without centralisation or erection of 'road blocks' between the E.Os and their departmental superiors at the district level.

63. 5.12 In the interest of effective coordination the district collector should invariably consult members of his team at the district level at the time of recording his annual observations on the work of the B. D. O.

64. 5.13 The block development officer should invariably hold a gazetted rank and should be the drawing and disbursing officer in respect of all the block area budgets of all the development departments.

65. 5.14 At the block level, the staffing pattern of the government departments and the staffing pattern of the local bodies should not overlap functionally.

66. 5.15 The staff dealing with the works programme relating to irrigation, housing and communications etc. borne on the community development budget should be treated as a net addition to the cadres of the Irrigation and P. W. Departments which can then redistribute their jurisdictions in units of complete blocks.

67. 5.16 The junior administrative cadre should be enlarged to include all block development officers to ensure that at least 75% of this cadre is recruited directly by open competitive examination and provide that 25% of the cadre can be filled by promotion from various junior cadres such as officers of the cooperative, panchayat and revenue departments and the Social Education Officers' cadre wherever it is not merged in any Educacation Department cadre.

68. 5.16 Officers recruited directly to the Revenue Deptt. from the open market should be posted as block development officers after initial training and before they have spent more than two or three years in the department.

69. 5.17 and In certain States the revenue officer, known as tehsildar or mamlatdar is also the Block Development Officer.

2.12 This arrangement seems to have serious drawbacks, viz., the block is too large, the officer over-worked and the officers as recruited at present unsuitable for development work. These defects should be removed if the two functions are to be combined in one functionary.

The block should not have more than 20 circles, each circle not exceeding 4000 population.

In the early stage of community development the compulsory revenue power of such an officer should be transferred to the sub-division or prant officers.

70. 5.18 The combination of development activities with revenue activities below the block level is definitely injurious. The talati or the village accountant may work as joint secretary of the village panchayat without any development functions; the Gram Sewak as development secretary without revenue functions and office work.

71. 5.19 The most useful arrangement for associating the S. D. O. with development work would be to give him supervisory control over the block development officers under him and to delegate to him some of the powers now vested exclusively in the collector. The subdivisional officer should be able to concentrate on the human and organisational aspects of the programme including arrangements for supplies and equipment.

72. 5.20 At the district level, the collector should be the captain of the team of officers of all development departments for securing necessary coordination and cooperation.

73. 5.20 Wherever the collector is not empowered to make the annual assessment of the work of the departmental officers in regard to their cooperation with other departments, their speed in work, their dealings with the people and their reputation for integrity, he should be invested with such powers.

74. 5.20 The collector should be provided with a whole time additional collector to relieve him of the general administrative duties so that he can himself, as far as possible, function and be designated as the district development officer. The actual distribution of work should be left to the collector himself.

75.	5.20	In all matters requiring coordinated action by more than one department, the collector should receive copies of all important communications.
76.	5.20	The collector should also be asked to forward his comments on the annual report of each district development department and will, no doubt, utilise this material for the compilation of the annual administration report of the district on community development.
77.	5.21	Wherever the system of commissioners operates, the commissioner should also function as a coordinating officer on lines similar to those suggested for the collector.
78.	5.21	The regional officers should be delegated the maximum powers and responsibility and only the more important matters should be decided at the state headquarters.
79.	5.22	So far as community development work is concerned, inspections have to be more thorough and thereby more fruitful than they now generally are. This will lead to several advantages as quoted by us.
80.	5.23	Copies of progress reports submitted by the heads of departments to Government should be endorsed to development commissioner, who should prepare a quarterly review for the State as a whole in the entire sphere of planning and development.
81.	5.24	A coordination board consisting of heads and secretaries of all development departments as members and the development commissioner as the chairman, should be constituted in the states in which it does not exist. It should meet periodically to review progress, resolve difficulties and decide the details of ensuring month's programme. This board should not be merely advisory. Its suggestions and recommendations should be circulated in extracts for compliance by the field staff.
82.	5.25	Wherever the chief secretary is also ex-officio development commissioner, he should either be relieved of a large volume of his normal work of general administration or should be assisted by an additional development commissioner of high seniority in the cadre, who can also be designated ex-officio additional chief secretary.

83.	5.26	In the interest of maximum possible coordination, the development commissioner should also be the planning secretary.
84.	5.26	The development department, as a coordinating department functions most effectively under the Chief Minister, who may, where necessary, be assisted by a Minister mainly concerned with planning and coordination.

Section 6

People's Participation in Community Works

85.	6.2 and 6.3	A uniform and realistic method of assessment of public contribution in community works should be to calculate the value of labour and material on the basis of P. W. D. rates.
86.	6.3	Financial contributions made by local bodies should be included in the total value of people's participation, but any part of government grant must be excluded.
87.	6.6	Public participation in community works should be organised through statutory representative bodies which should also take over the maintenance of these works.

Section 7

Work among Women and Children

88.	7.3	The work of women welfare should be directed from one point alone and one general policy adopted and followed. Complete responsibility needs to be vested with the States, the Centre functioning as the advisory, coordinating and financing agency.
89.	7.7	Suitable smokeless chulhas need to be designed for different areas instead of one type all over the country.
90.	7.7	Training centres of Gram Sewikas should stress less on theory of sanitation than on its actual practices, personal and environmental cleanliness being drilled in their daily lives at the centres.
91.	7.8	The care of the cow, the kitchen garden and poultry keeping which constitute the most effective welfare work for the rural women should receive the primary attention of women workers in the villages.
92.	7.9	Knitting, embroidery and tailoring have little econo-

		mic value excepting in villages near large cities. Training in elementary use of thread and needle is necessary so that women can mend clothes for the family.
93.	7.10	In villages which surround large towns and cities, cookery classes can be started with profit.
94.	7.14	A satisfactory programme for child welfare limited to a few lines only needs to be evolved for a few selected areas in the first instance.
95.	7.15	Gram Sewikas should be recruited from amongst matriculate teachers working in rural or semi-rural areas.
96.	7.19	Women S. E. O. should give place to Mukhya Sewika selected from amongst the Gram Sewikas on the basis of merit.
97.	7.19	Some posts of craft instructresses should be abolished and others integrated with the staffing pattern for rural industry.
98.	7.19	The staff appointed for welfare programme among women and children should be made permanent.
99.	7.20	The welfare programme should be planned and carried out in phases of six years and need not be subdivided into N.E.S./C.D. stages.
100	7.21	The existing projects of C.S.W.B. should be transferred to State Governments which should arrange for their administration and supervision either through departmental agencies or through local statutory bodies.

Section 8

Work in Tribal Areas

101	8.1	The budget for development work in tribal areas should be for 6 years as in the case of blocks in other areas.
102	8.1	While demarcating the blocks, a complete number of such blocks might be integrated into a block of normal size at some future date.
103	8.2	A thorough survey and study should be carried out before a detailed budget of a block is drawn up.

104	8.2	Right type of personnel with sympathy and understanding for the tribal people should be selected, preferably local people.
105	8.2	The recruited personnel should acquire knowledge of the dialect, customs and ways of life of the people among whom they work.
106	8.3	The community development staff in the tribal areas should work in an atmosphere and in a manner consonant with the tribal traditions.
107	8.4	Since scope for agriculture development is limited, improvement should be confined to a few measures.
108	8.4	Efforts should be made to induce the people in tribal areas to take up settled cultivation wherever possible.
109	8.4	Subsidies for housing should be provided to further the cause of settled cultivation.
110	8.4	Growing of legumes may be taken up during fallow period for restoring the soil fertility of jhumed land.
111	8.4	A careful attempt should be made to introduce new crops especially cash crops.
112	8.5	Steps should be taken by the Government for directly supplying the necessary agricultural credit in these areas.
113	8.6	Works programme like irrigation, reclamation, communications and soil conservation will provide some employment to the adivasis who are mostly unemployed or under-employed.
114	8.6	Organisation of labour cooperatives of working forest coups and collecting minor forest produce will better the economic condition of adivasis.
115	8.7	Training centres for rural arts and crafts should be started with necessary modifications to suit local con ditions, indigenous talent and raw materials available- in the area.
116	8.9	In the community development blocks, the existing bridle paths and approach roads should be improved, small bridges and culverts constructed, high priority being given to the development of communications.

117	8.10	The system of education should be of the basic type, so that the gulf between the educated and uneducated may be as narrow as possible.
118	8.11	As regards people's participation, the matching contribution should be reduced below the level normally prevalent in non-tribal areas.

Section 9

Surveys, Evaluation and Methods of Reporting

119	9.4	For a coordinated approach in reporting, the revenue set-up, the planning set-up and the statistical department should, as far as possible, work as a unified agency. For certain information, the local school master's services can be utilised on a small additional remuneration.
120	9.5	The Gram Sewak, block level extension officers, as well as the Block Development Officer, should maintain a hand book-cum-diary to enable the district level officers to watch the progress of work.
121	9.6	A progress assistant should be provided at the block level, wherever this has not been done already, for coordinating statistical work of all branches and looking after crop-cutting surveys and special studies.
122	9.6	At the district level, a district statistical officer should function under the technical control of the Director of Economics and Statistics and the administrative control of the collector.
123	9.6	At the State headquarters a statistical unit should be set up if not already in existence.
124	9.6	The work relating to tabulation and analysis should be done at the State headquarters and consolidated figures supplied to all concerned.
125	9.6	Reports for all the blocks need not come to the Centre. The P. E. O. and others interested may specifically ask for the same.
126	9.7	Progress reports, wherever they are too many, should be rationalised and replaced by a few comprehensive and coordinated reports.
127	9.8 and	The procedure of preparation of the reports to various authorities from the Gram Sewak right upto the De-

	9.10	velopment Commissioner should be as indicated in paras 8-10.
128	9.11	The emphasis in the analytical as well as the statistical reports should be not merely on the starting of activities, but also on their maintenance, growth and quality.
129	9.12	A critical analysis of the weak and the strong points and recommendations as to improvements and new methods should be made by each worker once a year.
130	9.12	A seasonal review of the different activities at the close of each season should be made by each worker in respect of various items of a seasonal nature.
131	9.13	The quarterly reports of the Gram Sewaks, together with charts and diagrams of some significant items of activity, should be displayed on the notice boards of the village panchayat and at the information centre, at the block headquarters, and later at the panchayat samiti office.
132	9.14	In addition to statistics, analytical portion should also be used for setting out significant features and conclusions for evolving suitable progress indicators which will form part of the quarterly analysis.
133	9.14	Composite indices for each sector of activity should also be worked out at different levels so as to reflect the progress of each programme as a whole at each level on a comparable basis.
134	9.15	The States can profitably organise evaluation either of the programme as a whole or certain aspects of the programme; *ad hoc* bodies may be set up for the purpose.
135	9.15	Special studies in community development and its effect are commended for higer educational institutions.

Section 10

Training of Personnel

136	10.2	Age limits for direct recruits as Gram Sewak should be 18 to 30 years. The departmental candidates should be taken purely on the basis of merit and the age limit relaxed upto 40 years.
137	10.3	The criteria for 'rural background' of a candidate should

		be that his parents or guardians live in non-urban areas and he himself spends his vacations at home.
138	10.3	Various tests, viz. physical fitness, general knowledge, aptitude for development work, leadership and initiative etc, should be the basis of selection and should spread over a number of days.
139	10.3	A guide book to ensure right selection should be produced by the Govt. of India for the use of the Selection Board.
140	10.5	The integrated new syllabus should be drawn up after discussions by the principals of all the training institutions and the technical officers representing different aspects of training.
141	10.6	The syllabus for agriculture drawn up in consultation with the universities should be made equivalent to that of recognised diploma courses in agriculture to enable the Gram Sewak to join the degree course in agriculture.
142	10.6	The training programme of Gram Sewak should also include the use of simple medicine chest, elementary survey training and measures for soil conservation, etc.
143	10.7	The medium of instruction should be the regional language except at those centres which have to cater to more than one language. In the long run there should be at least one training centre for each recognised linguistic region.
144	10.7	Inspections of various institutions imparting training to Gram Sewaks should be done occasionally.
145	10.7	The concept of job training should be strengthened by (i) attaching a block to every centre, and (ii) approach to rural problems followed by work in the blocks. The instructors should accompany each batch of trainees who should spend a number of nights in a village. Gram Sewaks, S. E. O., E. O's and B. D. O. should form composite teams for the purpose of field training.
146	10.8	The integrated course for Gram Sewak should be for full two years with a brief break in the middle.
147	10.8	There should be a prescribed teacher-pupil ratio. The

		ideal ratio of 1:10 may be extended to 1:15 for the present.
148	10.8	The instructors should be trained in the art of teaching in addition to the theory and practice of extension work.
149	10.9	Training centres should be located in genuine rural areas.
150	10.9	Agriculture research institutions and the training centres should function in close association.
151	10.9	The conditions of service of the instructors should be improved so as to permit them to settle down to their work without dissatisfaction.
152	10.12	The follow-up work with periodical referesher courses and in-service training in specific fields should make the Gram Sewak an effective instrument for community development.
153	10.14	A scheme of apprenticeship as part of the training programme should be drawn up for every Gram Sewak by attaching a small batch of Gram Sewaks under an efficient B. D. O. for a period of at least one month which should not be included in the two years of training.
154	10.15	As far as possible S. S. L. C. or Matriculation should be the minimum qualification for Gram Sewikas. To secure the necessary number of candidates so qualified, a drive must be made for special stipends in the High School classes.
155	10.16	The age limits may be between 18-35 years relaxable in individual cases.
156	10.16	More emphasis should be laid on rural background in girls' schools and aptitude for social work should be considered an adequate substitute.
157	10.17	The training syllabus for Gram Sewikas should include methods of approach to village women and some knowledge of two village industries.
158	10.18	The instructresses should be put on field jobs for a period of not less than one year and at intervals of not more than three years.

159	10.19	Each training centre should have some land for a flower and kitchen garden and also maintain a small dairy, poultry farm and an apiary.
160	10.20	The candidate S.E.O. should possess a university degree, exprience in practical social work being considered additional qualification. Age limit may be kept between 21 and 35 years.
161	10.21	Academic qualifications should also be relaxed at the discretion of selection committee, provided candidates possess practical experience of not less than 5 years of full time activity in adult education or social work, and good working knowledge of English and regional language.
162	10.21	The period of training should be extended to one year.
163	10.23	S. E. Os. should get good grounding in the art of community organisation.
164	10.24	S. E. Os. should be given training in the art of working through others, particularly through school teachers, members of cooperatives and panchayats.
165	10.25	Direct oral instruction must be reduced to minimum and the technique of instruction through group discussions and seminars adopted.
166	10.27	In the present syllabus emphasis should be shifted from job orientation method to items like administrative coordination, democratic planning from below and techniques of group planning and action by officials and non-officials.
167	10.27	The teaching processes should be in the form of study groups. The training centre of the B. D. O. should be at the same place as the centre for training some one or more categories of block level extension officers.
168	10.27	The period of training of B. D. Os has to be increased to at least 6 months.
169	10.28	Village leaders and village school teachers may be given short-term courses of training to help in the work of social education and community development.
170	10.29	S. D. Os, Collectors, and Heads of Deptts. should be given

effective orientation in community development particularly in coordinated administration.

171 10.31 Generally, a degree in science should be the minimum basic qualification for E. Os. (Industries).

172 10.32 The training course should provide for a measure of training in technical skill in some of the cottage and village industries.

173 10.33 Steps should be taken by the Ministry of Commerce and Industry and the deptts. of industries in the States to increase the existing capacity of training centres to meet the need of personnel.

174 10.34 The training programmes should give greater attention to the methods of communicating scientific and technical know-how to the village.

Section 11

Farming

175 11.2 The targets for additional production should be broken down up to block and Gram Sewak's circle.

176 11.4 Greater attention should be given for evolving and distributing imporved varieties of coarser grains as also of other grains suitable for un irrigated areas.

177 11.4 Distribution of improved seeds on the basis of Sawai or smaller additional percentage in kind will ensure timely and adequate supply.

178 11.4 The fear of non-germination of seeds must be dispelled by carrying out more frequent germination tests.

179 11.5 The progress for the establishment of seed farms is disappointing. Early steps should be taken to overcome the procedural and other local obstacles.

180 11.6 Agricultural Extension Officer and Gram Sewak in co-operation with panchayats and co operatives should guard against the failure of supply line.

181 11.6 Minimum reserve stock will have to be prescribed for maintaining supply line at different distributing points.

182 11.7 The loss, if any, due to non-distribution of new and pe-

		rishable supplies should be reimbursed to co-operative or panchayat seed stores from N. E. S. budget.
183	11.9	States should be informed well in advance about the definite and exact quantities of fertilizer allotment.
184	11.9	Central Government should explore all possibilities of increasing local production of chemical fertilizers.
185	11.11	Green manure plants and shrubs should be grown on the borders of fields on experimental basis.
186	11.12	Gram Sewaks should plan ahead for the production and distribution of seeds and plant material of green manure crops.
187	11.13	Supply of irrigation water should be made at concessional rates for green manure crops.
188	11.14	Every Government farm should produce its own requirements of organic manure, as far as possible.
189	11.15	Village panchayats should buy wheel-barrows for supply to farmers on hire.
190	11.16	The scheme for composting town refuse should be extended to all Municipalities and large villages.
191	11.17	An extra Agricultural Extension Officer to each block after some training instead of a separate Compost Inspector, as envisaged in the scheme prepared by the Ministry of Agriculture, would solve the problem of unmanageable pressure of work with the Agricultural Extension Officer.
192	11.19	Each Gram Sewak should arrange to conduct at least 5 demonstrations in each village in respect of every new item of improvement to demonstrate the superiority of the new method, over the practice in vogue.
193	11.19	Gram Sewaks' course of training should be revised so as to devote much greater attention to teaching and demonstrating the fundamental principles of soil management, humus, green-manuring, systems of farming, etc.
194	11.20	The pay-scales for veterinary and agriculture graduates should be more attractive so as to attract the boys of more than average calibre to take to these subjects.

195	11.21	Model schemes should be prepared for groups of blocks for plant protection measures by the staff at the State headquarters.
196	11.21	Special emphasis should be laid for the destruction of rats and white-ants.
197	11.21	Active steps should be taken for extermination of monkeys, parrots, and *nilgais*.
198	11.22	All plant protection centres, except those for research and locust control, should be run by the State Governments instead of Central Government.
199	11.23	To State Governments should examine both types of soil conservation schemes, viz. (i) Bombay type by departmental agency, and (ii) U. P. type worked on self-help basis. A judicious combination of good points of both types might produce better results.
200	11.25	District Agricultural Officer should institute short courses of training Gram Sewaks to give them a fair knowledge about the use of implements.
201	11.25	One or more workshops may be started for the repair and local manufacture of implements, to be later on made over to cooperatives.
202	11.25	Advice should be made available to the farmers about the use, availability and price etc. of pumping sets and other such appliances.
203	11.25	Panchayats and co-operatives should be encouraged to purchase and store implements for sale and hire.
204	11.27	Rapid and effective legislation is needed for prevention of fragmentation, consolidation and fixation of ceiling of holdings and prevention of cultivable land lying fallow.
205	11.27	Extension Officers and Gram Sewaks should be used for creating the right atmosphere for successful implementation of land reforms.
206	11.28	Further efforts are necessary to bring the production of fruits and vegetables to 6 oz. per capita.
207	11.29	Current methods of fruit preservation have to be simplified and made cheaper.

208	11.29	Greater attention needs to be given to starting nurseries in each block.
209	11.29	For increasing the output of fruits and vegetables efforts are necessary for the timely and adequate supply of seeds, seedlings and manures, demonstration and encouragement of kitchen gardening.
210	11.30	Village panchayats should be encouraged to undertake concerted drives for growing fuel and timber trees.
211	11.31	Agriculture research stations should explore the possibilities of growing slightly early maturing varieties of paddy to guard against the failure of drought.
212	11.32	Zonal research stations should be started and linked up horizontally and vertically for maintaining effective contact.
213	11.32	Research Officers should maintain close contact with farmer and extension officers in the field.
214	11.33	Associations of progressive farmers conforming to certain prescribed standards of agriculture should be encouraged, where necessary with financial aid, for carrying out the experiments themselves and spreading their results to others.
215	11.34	Vigyan Mandirs should be located in C. D. blocks as near to the district headquarters as possible.
216	11.35	In case of new irrigation works experimental farms to evolve suitable cropping patterns should be an integral part of the project.
217	11.36	Rates for the supply of electricity for irrigation works should not exceed the rates for industrial purposes.
218	11.37	The responsibility of maintenance of minor irrigation works should be placed on panchayat samiti or the village panchayat according to the size of the work and cost of maintenance.
219	11.38	Water rates for the second crop should be reduced to encourage double cropping.
220	11.40	Castration and inoculation should be included in the duties of Gram Sewaks, as trained stockmen are not available in adequate numbers.

221	11.40	Greater stress has to be given to meet the shortage of approved bulls and their proper maintenance, opening and popularisation of artificial insemination centres, solution of problems of fodder and that of useless and infirm cattle.
222	11.42	Improvement of grass lands should be given greater attention.
223	11.43	More concerted efforts should be made to encourage farmers to raise green fodder crops and for popularisation of silage-making.
224	11.45	Greater attention has to be paid to the improvement of goat and sheep breeding and wool rearing.
225	11.46	Efforts at sheep breeding have been confined to certain regions only. They could equally be extended to other areas and intensified for improving the quality and yield of wool and mutton.
226	11.47	Milk co-operative societies have to be organised on proper lines in the vicinity of towns and cities.
227	11.48	Intensive schemes should be undertaken for the rehabilitation of cattle breeding communities on cooperative lines.
228	11.49	Poultry keeping has to be intensified through youth clubs, financial assistance to Harijans, backward classes etc., replacement of indigenous by exotic cocks and giving proper technical guidance.
229	11.50	Greater technical guidance is needed for improving the breed of pigs.
230	11.51	Fisheries should receive larger financial allotments and greater administrative attention especially in C. D. Blocks.

Section 12

Cooperation

231	12.2	A multi-purpose cooperative society for a village or a group of villages working in close association with local panchayat or panchayats, as against societies for different lines of activity, remains the only correct course to be followed.

232	12.4	The training of cooperative personnel should be so oriented that cooperation is understood not as an instrument for securing cheap credit but as a means of community development.
233	12.5	The criteria and qualifying conditions for obtaining funds from the Reserve Bank of India should be laid down in precise terms so that the cooperative societies in the blocks can take maximum advantage of the loan facility of Rs. 3 lakhs provided in. N. E. S. budget.
234	12.5	Commission charged by Apex Banks varies between $\frac{1}{2}$ and $1\frac{1}{2}$ percent. The additional rate of interest charged by Central banks from primary cooperatives is even higher. This results in the ultimate borrower having to pay a rate of interest exceeding even $6\frac{1}{4}\%$ for which there is no justification. Imediate remedial measures are called for.
235	12.6	Credit at interest rate of $3\frac{1}{2}\%$ should be made available to genuine artisans.
236	12.7	Also in areas where there are no cooperatives, State Governments should arrange for credit to farmers at an interest rate not exceeding $6\frac{1}{4}\%$.
237	12.8	Loan to farmer should be available just at the time he needs it and its repayment should be so timed as to enable him to make repayment from the proceeds of the crops.
238	12.9	Credit-worthiness of the borrower should give place to credit-worthiness of purpose in advancing loans in the field of rural cooperative credit.
239	12.11	Some of the features of the scheme of rural credit in Phillipines, such as capitalization through insurance fees and credit loans for production and improvement and also at such occasions as birth etc; deserve to be studied and adopted by State Governments.
240	12.12	The entire rural credit at present disbursed through several agencies apart from the money lenders, should be progressively canalised through the agencies of co-operatives to avoid duplication and differing interest rates and also to rationalise credit facilites.
241	12.12	The entire training programme should be oriented to the elimination of official control from the field of cooperation.

242	12.13	Cooperative farming must first pass successfully through the experimental stage and so to begin with one co-operative farm may be organised in each district in a selected community development block.
243	12.14	Students' cooperative societies for the supply of stationery and text books should be organised in high schools.

Section 13

Rural Industries

244	13.1 and 13.2	The present approach to the problem, viz., persons passing out of training centres not taking up professions to which they have been trained, has to be the revised radically by adopting steps suggested in para 13.2.
245	13.3	Planned co-ordiation in the working of cottage, village and small-scale industries is needed so that they do not cut at and pull down each other.
246	13.3	An effective programme of collaboration and co-ordination among various All-India Boards should be worked out by pooling funds, personnel, agencies of supervision and inspection to avoid waste and inefficiency.
247	13.4	The Government should set up pilot schemes in specific industries to demonstrate their economic soundness and techincal feasibility.
248	13.4	After making an allowance for reasonable subsidy, the cost of the product of the industry should not be more than the market price.
249	13.5	A number of peripatetic training centres should be opened in rural areas.
250	13.5	Quality control along with provision of credit and marketing facilities and introduction of modern designs is necessary for bringing about considerable expansion of the market.
251	13.5	There should be technical advisers for each of the rural industries in a district or a part of it or a number of them, depending upon the intensity and the area of the spread of a particular industry.
252	13.5	Guilds or associations of the prominent artisans should be organised in each block,

253 13.6 A training-cum-production centre, after it has been in existence for some time, should be made over to a local cooperative of artisans.

254 13.7 Cooperatives organised to assist artisans in the matter of purchase of raw materials, supply of finance, etc., should also be an integrated part of the general cooperative structure and affiliated to the district cooperative bank or other institutions.

Section 14

Health

255 14.3 The Medical and Public Health Departments should be combined under a single head at the State, regional and district levels in those States where such integration, has not yet taken place.

256 14.4 The traditional but limited skill of the indigenous dais should be put to better use by inducing or compelling them to undergo a brief training.

257 14.5 The training programme of lady health visitors should include the technique of family planning as an item of study.

258 14.5 The output of the institutions for training lady health visitors should be increased.

259 14.6 All States should ensure that the seats allotted to them in the training centres at Najafgarh, Singur and Poonamallee are always filled by their candidates.

260 14.6 The syllabus and the standard of training in all the three institutions must be the same.

261 14.6 Persons who have received orientation training at these centres should be posted to the development blocks.

262 14.6 The State Governments should examine the possibilities to train the staff employed in Health Centres for specialised services relating to malaria, filaria, tuberculosis, leprosy and venereal diseases.

263 14.7 Certain tried and proved indigenous remedies for common ailments handed down by way of family tradition should be collected, examined and their knowledge made widely known,

264	14.9	Improvement of the existing houses in rural areas by increasing ventilation and by making them more liberal should be effected.
265	14.9	Community cattle sheds should be built so that cattle are segregated from the living population and kept outside or on the border of the village.

Section 15

Primary Education

266	15.1	Provision for primary education in C. D./N. E. S. schemes should be used o supplement allotments of the states to strengthen existing schools except in educationally backward areas.
267	15.2	The unit of educational administration should be identical with the block.
268	15.2	Each block should have an Education Sub-Committee of Block Advisory Committee and later of panchaya samiti responsible for the maintenance and working of schools.
269	15.3	At least blocks should be provided with necessary funds and trained personnel to achieve the immediate goal of introducing free and compulsory primary education.
270	15.3	Residential accommodation for women teachers should be provided.
271	15.4	Blocks where special stress is laid on social education would be the best for promulgating order regarding compulsory education.
272	15.4	It should be the function of Gram Sewika and of Gram Sewak to pursuade people to send their children to schools in areas where primary education is not compulsory.
273	15.5	State Governments should clarify their policies in reregard to opening of basic schools in rural and urban areas.
274	15.5	The State should endeavour to convince people that basic schools are superior type schools.
275	15.5	Training staff and proper equipment should be provided in basic schools.
276	15.5	Two years training course for basic teachers in States, where it is for one year only, is necessary.

Section 16

Social Education

277 16.2 The aim of social education should be (a) to acquaint people of the meaning of citizenship and the way democracy functions, (b) to induce citizens to learn how to read and write, (c) to impart proper training for refinement of emotions and (d) to instil a spirit of toleration among citizens.

278 16.3 The services of S. E. O. should also be utilised in developing public opinion against existing social evils.

279 16.4 Specialist staff at the district and state levels may be provided to render guidance to S. E. Os. and a separate section under the Joint Director of S. E. opened in the Department of Education.

280 16.4 The S. E. O. deserves to be assigned a definite position in the education depatment.

281 16.5 There should be close contact between S. E. O. and the Gram Sewaks who should take keen interest in all social education activities.

282 16.6 The teachers to be utilised in programmes of social education should be given two months' training in methods of extension and principles of social education etc. Such teachers should be given monthly allowance for their work in this field.

283 16.6 Village teachers may be utilised by S. E. Os. in their programmes of work.

284 16.7 Village leaders should be enlisted in the effort to impart social education.

285 16.7 The S. E. O. should indentify potential village leaders and assist them in accepting the responsibilities of leadership for improving community life.

286 16.7 The use of the term leader and leadership may be avoided.

287 16.8 S. E. O. should seek cooperation of members of cooperative societies and help progressive villagers to join them, where they do not exist.

288	16.10	Village teacher or panchayat secretary where paid may be utilised after proper training in initiating new activities at the centre, so that the interest of villagers is sustained.
289	16.11	Vikas Melas, Shibirs or training camps for villagers' compaigns or drives for different activities may be utilised as supplementary activities requiring day to day participation by the villagers.
290	16.11	S. E. Os. should pay increasing attention to youth clubs and encourage village youths to participate in specific projects of work.
291	16.11	Project activities should be evolved according to the genius of the area; activities in which people themselves have initiative should receive greater emphasis.
292	16.11	Cultural teachers and reformers may be utilised in educating the masses.
293	16.13	Suitable books should be prepared for village adults and proper methods of teaching evolved and imparted to the village teacher.
294	16.13	Literacy programme should be drawn up separately for men and women after a preliminary survey of adult illiterates, and camps and intensive drives organised extensively in all blocks.
295	16.15	Lest neo-literates relapse into illiteracy follow-up programmes should be worked out.
296	16.16	Circulating libraries of suitable films should be maintained by the States. Each S. E. O. should have a projector and a regular flow of films and know how to operate a projector. Subsidised radio sets should be provided to the villagers.
297	16.16	Village leaders should be asked to broadcast talks; discussions during rural camps etc., recorded and broadcast.

Section 17

Some Special Programmes—Sarvodaya, Saghan Kshetra and Gramdan

298	17.9	The Sarvodaya Area Committee should not be merely advisory but have fuller powers so that the Sanchalak becomes only the constitutional Chairman.

299	17.10	While the moral and personal influence of the Sanchalak should be retained, it is necessary that the people's participation should not be made to depend all the time on the personal factor only.
300	17.11	Area of operation of existing Sarvodaya block should be extended to cover the whole N. E. S. block.
301	17.11	Apart from such items of Sarvodaya scheme, the Sanchalak should take over all the other items of work included in N. E. S. blocks.
302	17.11	While retaining the administrative set up in such a manner as may be necessary, all personnel and funds under N. E. S. may be put at the disposal of the Sanchalak care being taken to avoid duplication.
303	17.11	The exact form of relationship between panchayat samiti and the sarvodaya scheme should be determined and some mutual acceptable arrangement found for the working of the development programme.
304	17.17	The suggestions made in para 17.11 will also apply to Saghan Kshetras.
305	17.18	The workers of Kshetra Samiti may be utilised to create necessary atmosphere as well as machinery required for intensive development of cottage and village industries, prepare one block and then move to contiguous blocks.
306	17.18	The workers of Kshetra Samiti should be entirely in charge of all Gramodyog work and concentrate their energies for development of cottage and village industries. In the alternative, they may be in-charge of all the development activities in the block and work on the same lines as suggested for Sarvodaya workers.
307	17.18	As in the case of Sarvodaya blocks, appropriate adjustments will become necessary on the establishment of Panchayat Samiti although details may vary.
308	17.19	Facilities should be afforded for training Saghan Kshetra workers in the training centres of the State meant for workers of N. E. S. blocks.
309	17.23	The community development work should be closely interlinked with Gramdan movement, Gramdan village areas being preferred in the selection of new blocks.

Section 18

Measures for Economy, Efficiency and Speed.

310 18.2 The provision for personnel in all the blocks in a State should be treated as a pool out of which expenditure on staff in each block should be met according to actual requirements, provided that necessary complement of staff of all categories is provided in each block and the formula for sharing the costs by the State and the Centre is not affected.

311 18.2 The provision for personnel at the block level should not be spent outside the block i. e., on the staff at State headquarters.

312 18.4 No project located outside the block should be financed out of the block funds and no scheme involving a large expenditure undertaken excepting when a scheme is essential and unavoidable.

313 18.6 The concentration of efforts and funds on a few villages or on a few big items, instead of building up a balanced programme in each sector, should be avoided.

314 18.7 The small provisions for grants should be used for the purposes for which they are intended, namely to act as a lever for building up self-reliance amongst the people.

315 18.7 The percentage of people's contribution for a particular type of work should gradually increase as the community development programme progresses.

316 18.8 About 50% of the grants-in-aid in each block should be spent on productive purposes, the remaining 50% on amenities. The limit is only suggestive and may be varied by the State for different areas according to local conditions.

317 18.10 The grants-in-aid should be non-lapsable at all levels.

318 18.11 The State Governments and the Central Ministries should conduct detailed enquiries regarding the heavy expenditure on buildings, waste in work on account of unduly long time taken in the completion of the projects, sometimes lack of adequate provision for maintenance of the works and institutions built with local contribution (in labour, kind and cash), and sometimes the improper use of the equipment.

319	18.14	All jeeps should be withdrawn from the blocks, only exception can be a jeep for the Mukhya Sewika.
320	18.15	The State and the Central Governments should take remedial action to avoid the holding of meetings and seminars with considerable pomp.
321	18.16	Too frequent meetings and too frequent visits by outsiders absorb a very considerable part of the working hours of the block and the village staff.
322	18.17	The publication of too many similar publications printed on expensive paper with unnecessary pictures and a number of articles irrelevant to the purpose needs careful re-examination by the Ministries concerned.

2. Note on the Financial Implications of some of the Team's Recommendations

This note attempts to assess the financial implications of some of the more important recommendations* of the Team. The calculations have been made on the basis of the same assumptions as have hitherto been made in calculating the costs under the N.E.S./C.D. programme.

2. The schematic budgets for blocks with the ceilings of Rs. 15 lakhs and Rs. 12 lakhs have been reproduced in Annexures I and II respectively. A comparision of the two budgets shows the following :

(1) The dollar provision in the Rs. 15 lakhs budget is Rs. 1.40 lakhs as against a dollar provision of Rs. 0.43 lakh in the budget of Rs. 12 lakhs.

(2) The Rs. 15 lakhs budget makes provision only for two jeeps, while the Rs. 12 lakhs budget provides for three, the respective financial provisions being Rs. 18000/- and Rs. 45000/-. As a result of experience of the working of the development programme in the blocks, it has been ascertained that a dollar provision of Rs. 0.43 lakh would be sufficient even after allowing for the jeeps. In view of the recommendation to do away with the jeeps it would be reasonable to proceed on the basis that even after the ceiling of the block budget is restored to Rs. 15 lakhs, the dollar provision needed to meet the requirements of the blocks would be what has been provided for in the Rs. 12 lakhs budget minus the provision for the jeeps.

3. The present staffing patterns of a development block under the N.E.S. and the C.D. programmes vide Annexures III and IV will change as shown in Annexure V for the first and the second stages under the Team's recommendations. The cost of staff in Annexure V comes to Rs. 4.30 lakhs during the first stage of six years and Rs. 3.28 lakhs during the second stage respectively, as during the second stage the cost of the institutional staff of the Animal Husbandry and the Public Health Departments has to be met by the departments concerned. The cost of staff according to N.E.S. pattern (Vide Annexure III) has been calculated as Rs. 1 lakh during the three year period on the assumption that one-fourth of the staff already exists in the block at the time it is taken up under the programme. Though this assumption has been disputed by some States, it has still been accepted as the basis of the present calcula-

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*Recommendation Nos. 36—39, 50, 58 and 319, vide Summary of Recommendations.

tions also, as we are satisfied that in the vast majority of the States, by proper pooling even more than one-fourth of the staff as per N. E. S. pattern could be made available. The cost of staff to be borne on the block budget (vide Annexure V) has, on the basis of this assumption, therefore, been adjusted to Rs. 3.60 lakhs for the first stage and Rs. 2.58 lakhs for the second stage.

4. At present there is a net provision of Rs. 1 lakh in the N.E.S. budget (vide Annexure III) for staff for a period of 3 years and when the block is up-graded to C.D., there is a provision of Rs. 1 lakh for additional staff to be entertained, so that the total provision for the staff over a period of 6 years comes to Rs. 2 lakhs. In addition, the expenditure on staff as per N.E.S. pattern after the initial three year period is regarded as "committed expenditure" and is shared between the Govt. of India and the State Govts. under separate arrangements outside the schematic budget. This "committed expenditure" during the normal C. D. period of three years amounts to about Rs. 1 lakh. For our present calculations we shall be justified in assuming that expenditure of this order for the maintenance of staff in the States, i.e. at the rate of Rs. 1 lakh for every three year period, barring the initial one, could be met from sources outside the schematic budget as at present. Thus the cost of staff to be met from the block funds proper will be reduced to Rs. 2.60 lakhs during the first stage and Rs. 0.58 lakh during the second stage.

5. The additional staff cost of Rs. 0.60 lakh during the first stage will have to be met from any or all of the following sources;

(1) Savings through phasing of recruitment of staff during the initial stages, since the entire staff may not be needed during the first one or two years; and (2) pooling of staff of other development deptts. at the village and the block levels wherever and to the extent to which it may be feasible in different States, over and above the staff to the extent of the cost that has already been taken into account in Annexures III and V. The position of the existing staff in different States and the impact of possible pooling have been shown in Appendix 8 in Volume III, on the basis of the available data.

6. Since the quantum of saving that may accrue from the two sources referred to in the foregoing paragraph may be different in the different States, and in the absence of adequate data it is not possible to venture reliable estimates, no detailed calculations of the extent to which the gap could be filled are attempted. Minor re-appropriations under the different heads of expenditure in the schematic budget, depending upon local conditions might also be of help.

7. Assuming that the gap in the cost of staff can be filled up, as indicated above, and that the over-all cost of a block, chargeable to the schematic budget, comes to Rs. 15 lakhs and Rs. 5.5 lakhs during the first and the second stages respectively (vide annexures I and VI), the financial implications regarding opening of the blocks during the Second Plan period will be as shown in annexure VII. Apart from the 2,120 blocks that would have come into being by the end of 1957-58, which would have already accounted for an expenditure of about Rs. 48 crores and would further require an expenditure of Rs. 133.65 crores during the remaining 3 years of the Second Plan period, an amount of Rs. 18.35 crores only will be left over for opening further blocks during the remaining 3 years. In all further 489 blocks can be opened, bringing the total coverage during the Second Plan period to 2,609. The rest of the blocks to cover the entire country will have to be postponed to the Third Five Year Plan period.

8. As for withdrawal of the jeeps, the jeeps that have already been purchased for the various blocks will have to be disposed of and the funds thus obtained may be utilised according to standing rules. A further saving in respect of the blocks to be opened after March 31, 1958 will also be possible to the extent of the cost of the jeeps that would otherwise have had to be purchased. The funds thus saved should be diverted for other purposes.

9. The financial implications in respect of the changes in the staffing pattern in the Extension Projects of the Central Social Welfare Board, as recommended by the Team, have not been worked out, since this pattern will work in a very limited number of blocks (one per district against the present target of 998 Projects which will mean roughly 330 blocks in all). The requisite staffing pattern has been indicated in Annexure V (b). The financial implications will have to be worked out separately.

ANNEXURE I

Schematic Budget with Ceiling of Rs. 15 lakhs

Estimated Expenditure on one Development Block
(Basic Type of Community Project)

For allotments made in 1953-54 and subsequent years
(This budget is only intended as a guide and is
to be adjusted according to local conditions).

(Rs. in lakhs)

Head	Total	Rupee	Doll-ar	Recur-ring	Non-recur-ring	Loans	Other than loan
1	2	3	4	5	6	7	8
I. Project Head-quarters (a) Personnel (b) Transport (I) (c) Office equip-ment	2.23	2.08	0.15	2.05	0.18	—	2.23
II. A.H. & Agriculture Extension.							
(a) Tractors	0.24	—	0.24	—	0.24	0.24	—
(b) Demonstration equipment	0.10	0.10	—	—	0.10	—	0.10
(c) Extension sub-Headquarters	0.09	0.09	—	0.07	0.02	—	0.09
(d) Repair Service Centre (I)	0.05	0.05	—	—	0.05	0.05	—
(e) Marketing Cen-tre	0.10	0.10	—	—	0.10	0.10	—
(f) Key Village Scheme	0.29	0.26	0.03	0.21	0.08	—	0.29
III. Irrigation	5.00	4.30	0.70	—	5.00	5.00	—
IV. Reclamation	0.25	0.25	—	—	0.25	0.25	—
V. Health and Rural Sanitation							
1. (a) Dispensary, recurring ex-penditure	0.10	0.10	—	0.10	—	—	0.10

(b) Dispensary building	0.10	0.10	—	—	0.10	—	0.10
(c) Dispensary equipment	0.10	0.07	0.03	—	0.10	—	0.10
2. Drinking water supply	0.50	0.50	—	—	0.50	—	0.50
3. Drainage and Sanitation	0.25	0.25	—	—	0.25	—	0.25
VI. Education	1.50	1.50	—	1.00	0.50	—	1.50
VII. Social Education (including audio-visual aids)	0.50	0.35	0.15	0.30	0.20	—	0.50
VIII. Communications	1.25	1.15	0.10	—	1.25	—	1.25
IX. Rural Arts & Crafts.	1.25	1.25	—	0.50	0.75	0.75	0.50
X. Housing for Project staff-rural housing	1.10	1.10	—	—	1.10	1.10	—
Total	15.00	13.60	1.40	4.23	10.77	7.49	7.51

Cost of one Development Block — Rs. 15 lakhs

Share of Centre: 75% of non-recurring expenditure, 50% of recurring expenditure plus loans — Rs. 12.07 lakhs

Share of the State Government — Rs. 2.93 lakhs

ANNEXURE II

Schematic Budget with Ceiling of Rs. 12 lakhs

Estimated Expenditure on a Community Development Block (Basic Type) (This budget is only intended as a guide and is to be adjusted according to local conditions under the powers delegated to the State Governments).

(Rs. in lakhs)

Heads	Total	Rupee	Dollar	Recurring	Non-recurring	Loan	Other than loan
1	2	3	4	5	6	7	8
I. Block head-quarters.							
(a) Personnel*	2.00	2.00	—	2.00	—	—	2.00
(b) Transport (3 jeeps)@	0.45	0.21	0.24	—	0.45	—	0.45
(c) Office equipment, furniture etc.	0.15	0.15	—	—	0.15	—	0.15
(d) Project Office, Seed store, Information centre etc.	0.25	0.25	—	—	0.25	—	0.25
Total	2.85	2.61	0.24	2.00	0.85	—	2.85
II. Animal Husbandry & Agricultural Exten-							

* Please see Annexure IV.

@ This includes the cost of one jeep procured in advance for a N.E.S. Block which will be finally adjusted after the N.E.S. Block has been converted into Community Development Block.

sion Demonstration equipment.	0.10	0.07	0.03	—	0.10	—	0.10
III. Irrigation IV. Reclamation (including soil conservation, contour bunding etc.	4.00	4.00	—	—	4.00	3.50**	0.50
V. Health and Rural Sanitation.							
(1) (a) Dispensary recurring expenditure	0.20	0.20	—	0.20	—	—	0.20
(b) Dispensary building.	0.10	0.10	—	—	0.10	—	0.10
(c) Dispensary equipment.	0.10	0.10	—	—	0.10	—	0.10
(2) Drinking water supply.	0.50	0.50	—	—	0.50	—	0.50
(3) Drainage and Sanitation	0.25	0.25	—	—	0.25	—	0.25
Total	1.15	1.15	—	0.20	0.95	—	1.15
VI. Education	0.70	0.70	—	0.20	0.50	—	0.70
VII. Social Education (including audio-visual aids and women, youth							

** Includes provision for rural electrification or any other self-financing scheme connected with agriculture.

and children's programmes).	0.70	0.54	0.16	0.40	0.30	—	0.70
VIII. Communications.	1.00	1.00	—	—	1.00	—	1.00
IX. Rural Arts, Crafts and Industries.	0.50	0.50	—	0.25	0.25	—	0.50
X. Housing for Project Staff and Rural Housing.	1.00	1.00	—	—	1.00	1.00	—
Grand Total	12.00	11.57	0.43	3.05	8.95	4.50	7.50

Analysis of Cost :

(i) Cost of one Community Development Block Rs. 12.00 Lakhs

(ii) Share of Centre : 75% of Non-recurring non-loan expenditure, 50% of recurring expenditure plus Rs. 4.50 lakhs loan. Rs. 9.36 ,,

(iii) Share of State Government. Rs. 2.64 ,,

ANNEXURE III

Staffing Pattern for N.E.S. Block under the Schematic Budget with a Ceiling of Rs. 12 lakhs.

I. 1 Block Development Officer to assist the S.D.O. Rs. 300 per month (Scale Rs. 250-400) — Rs. 3,600 per annum

II. Extension Officers.

7 Extension Officers at an estimated average salary of Rs. 200 per month each Rs. 14,400* „

(1) Agriculture (1)
(2) Animal Husbandry (1)
(3) Cooperation (1)
(4) Village & Small Scale Industries** (1)
(5) Rural Engineering (Overseer) (1)
(6-7) Social Education (S.E.O.) (2) (1 man and 1 woman)

10 Gram Sewaks at an estimated average salary of Rs. 100/- per month each. Rs. 12,000 „

III. 1 Progress Assistant at Rs. 125/- per month.
1 Accountant-Cum-Storekeeper
1 Cashier
1 Typist
3 Class IV staff
} Rs. 9,150 „

Maintenance of Jeep, including pay of driver. Rs. 3,500 „
Miscellaneous contingencies @ Rs. 200/- p.m. Rs. 2,400 „

Total for one year Rs. 45,050

It is assumed that one-fourth of the staff already exists. Therefore, the cost of additional staff required for one year. Rs. 45,050—11,263
or Rs. 33,787

Cost of staff for three years. Rs. 101,361
or Rs. 1 lakh (rounded)

* Excludes the Salary of Extension Officer for Village and Small Scale Industries.

** The Extension Officer for Village and Small Scale Industries will form part of the Industries Department of the State Government. He will be attached to the N.E.S. Block and team up with the other Extension Officers headed by the Block Development Officer. The pay and allowances etc. of this officer will come within the terms of the pattern of assistance of the Union Ministry of Commerce and Industry (i.e. sharing expenditure on a 50:50 basis with the State Governments).

ANNEXURE IV

Staffing Pattern for C.D. Block under the schematic Budget with a Ceiling of Rs. 12 lakhs.

	Cost for three years
I. Personnel as in N.E.S. Block.	Rs. 1,00,000
II. Plus the following additional personnel :	
2 Gram Sewikas at Rs. 100/- p.m. each.	Rs. 7,200
2 Stockmen (Veterinary) at Rs. 90/- p.m. each.	Rs. 6,480
2 Messengers (Veterinary) at Rs. 50/- p.m. each.	Rs. 3,600
1 Medical Officer at Rs. 300/- p.m. 1 Compounder at Rs. 100/- p.m. 1 Sanitary Inspector at Rs. 125/- p.m. 1 Lady Health Visitor at Rs. 150/- p.m. 4 Midwives at Rs. 90/- p.m. each. 2 Sweepers at Rs. 50/- p.m. each.	Rs. 40,860

Ministerial Staff :

		Cost for three years
1 Senior Clerk at	Rs. 100/- p.m.	Rs. 40,680
1 Class IV servant at	Rs. 50/- p.m.	
2 Drivers at	Rs. 90/- p.m. each.	
Total	Rs. 330/- p.m.	
T.A. recurring expenditure such as petrol, stationery, postage, contingencies, etc., at Rs. 800/- p.m.		

Rs. 1,98,820

i. e. Rs. 2 lakhs (rounded)

ANNEXURE V

Staffing Pattern for a Block during the first and the second Stages according to Team's Recommendations

(A) Block without Programme for Women and Children

Sl. No.		Particulars of Staff.	Estimated cost per month(Rs)*	Cost for 6 yrs. (Rs.) 1st. stage	2nd stage
1.	1	Block Development Officer.	300/-	21,600/-	21,600/-
2.	5	Extension Officers (Agriculture, Animal Husbandry, Cooperatives, Social Education Organiser (Man) and Overseer.	200/each	72,000/-	72,000/-
3.	1	Extension Officer (Rural Industries) (The cost will be borne by Ministry of Commerce and Industry and State Deptt. of Industries on the basis of 50 : 50).	200/-	Nil	Nil
4.	20	Gram Sewaks	100/-each	144,000/-	144,000/-
5.	1	Progress Assistant	125/-	9,000/-	9,000/-
6.	1	Accountant-cum-Storekeeper	100/-	7,200/-	7,200/-
	1	Cashier	75/-	5,400/-	5,400/-
	1	Typist	50/-	3,600/-	3,600/-
	1	Senior Clerk	100/-	7,200/-	7,200/-
	4	Class IV Servants	50/-	14,400/-	14,400/-
7.		T.A., recurring expenditure such as stationery, postage, contingencies etc.	600/-	43,200/-	43,200/-
8.	2	Stockmen (Veterinary).	90/-each	13,000/-	Nil
	2	Messengers (Veterinary).	50/-each	7,200/-	Nil
9.	1	Medical Officer	300/-	21,600/-	Nil
	1	Compounder	100/-	7,200/-	Nil
	1	Sanitary Inspector	125/-	9,000/-	Nil
	1	Lady Health Visitor	150/-	10,800/-	Nil
	4	Midwives	90/-each	26,000/-	Nil
	2	Sweepers	50/-each	7,200/-	Nil
		Total		429,600/-	327,600/-
		or say	(rounded)	4.30 lakhs	3.28 lakhs

*The calculations have been made on the basis of scales assumed in the schematic budget as it exists at present. The scales will naturally vary from State to State depending on local conditions.

Judged from the existing standards, it should be noticed that staff to the extent of a cost of Rs. 0.35 lakh was assumed to exist (vide annexure III) for a period of 3 years, which amounts to Rs. 0.70 lakh for a period of 6 yrs. After deducting that cost from the cost of the proposed Staff, the comparative cost of staff under the Team's recommendation will be :

(a) First stage	=Rs. 3.60 lakhs.
(b) Second stage	=Rs. 2.58 "

The financial implications of these costs have been discussed in the covering note.

(B) Block with Programme for Women and Children.

1. Personnel as in the Blocks without the programme for women and children [Vide Annexure V (A)].

2. Plus the following additional staff ;

(i) 1 Mukhya Sewika
(ii) 20 Gram Sewikas
(iii) 1 Accountant
(iv) 1 Clerk
(v) 1 Peon
(vi) 1 Driver
(vii) 5 Dais
(viii) 2 Craft Instructresses

The 5 dais should be added on to the staff of the subsidiary health centre. As against the posts of the two craft instructresses, which can be abolished, suitable addition of experienced crafts-women should be made to the staff of the extension officer (rural industries).

Since the above staff is meant only for selected blocks, the cost of this staff has not been included in Annexure V (A). The financial implications of this staff will have to be worked out in detail separately on the basis of the coverage of blocks that may finally be decided upon, together with other details regarding contingencies, jeep, etc.

ANNEXURE VI

Illustrative Schematic Budget for a Development Block during the second Stage of six Years, according to Team's Recommendations.

(Rs. in lakhs)

Serial No.	Head	Recurring	Non-recurring		Total
			Non-loan	Loans	
1	2	3	4	5	6
I	Project Headquarters				
	(a) Personnel	0.50	—	—	0.50
II	Animal Husbandry & Agl. Equipment etc.	0.20	0.20	—	0.40
III IV	Irrigation Reclamation etc.	—	—	1.00	1.00
V	Health and Rural Sanitation	—	0.75	—	0.75
VI	Education	—	0.50	—	0.50
VII	Social Education (including Audio-Visual Aids)	0.30	0.30	—	0.60
VIII	Communications	—	1.25	—	1.25
IX	Rural Arts, Crafts & Industries	0.50	—	—	0.50
X	Housing for Project Staff-- Rural Housing	—	—	—	—
	Total	1.50	3.00	1.00	5.50

Analysis of Cost :

(1) Cost of one second Stage Block for 6 years. =Rs. 5.50 lakhs

(2) Share of the Centre: 50% of recurring expenditure =Rs. 0.75 lakh

75% of non-recurring exp. =Rs. 2.25 lakhs

100% of loans. ... =Rs. 1.00 lakh

Total=Rs. 4.00 lakhs

(3) Share of States: 50% of recurring expenditure. =Rs. 0.75 lakh

25% of non-recurring expenditure. =Rs. 0.75 lakh

Total=Rs. 1.50 lakhs

It is assumed that the provision of Rs. 3.00 lakhs for short-term loans during the first stage will continue to be available during the second stage also as revolving capital.

ANNEXURE VII

Statement of financial Implications of the Team's Recommendations regarding opening of Blocks during the Second Plan Period

(a) Expenditure during 1958-61 on blocks existing on 31.3.58.

Year of opening the Blocks.	No. of Blocks opened	Years already covered upto 31.3.58	Years to be covered after 31.3.58 during 1958-61	Which stage ?	Allotment admissible per block (Rs. lakhs)	Amount to be allotted (Rs. Crores)	Remarks.
1954-55	50 (NES)	3½	2½	I	6.25	3.13	
			½	II	0.46	0.23	
1955-56	246 (NES)	2½	3	I	7.50	18.45	
,,	152 (I. D.)	2½	½	II	1.25	1.90	
,,			2½	II	2.29	3.48	
1956-57	495 (NES)	1½	3	I	7.50	37.13	
,,	250 (I. D.)	1½	1½	I	3.75	9.38	
			1½	II	1.38	3.45	
,,	258 (P.I.D.)	1½	3	II	2.75	7.10	
1957-58	570 (NES)	½	3	I	7.50	42.75	
	99 (I. D.)	½	2½	I	6.25	6.19	
			½	II	0.46	0.46	
	2120					133.65	

(b) Expenditure that will have been incurred on Blocks during the first two years of the Second Five Year Plan, i.e. 1.4.1956 to 31.3.1958 = Rs. 48 Crores (Estimated).

(c) Total amount already committed on the Blocks that will be in existence on 31.3.1958, during the entire Second Plan period = Rs. 181.65 Crores.

(d) Balance available out of the ceiling* of Rs. 200 crores = Rs. 18.35 Crores.

(e) Block-years available with the amount of Rs. 18.35 Crores at the rate of Rs. 2.50 lakhs per year = 734

(f) Blocks to be opened *per year* during the period 1958-61 = 163 Blocks to be opened during 1958-61 therefore will be = 489

(g) Total No. of Blocks to come into existence by the end of Second Plan = 2609.

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*The ceiling of Rs. 200 Crores also includes a provision of Rs. 2.50 crores for Training Schemes directly administered by C. P. A. and another of Rs. 5.00 Crores for certain Schemes like model villages, sample surveys, pilot projects, research, publications etc. An expenditure of Rs. 64.9 lakhs out of the former and of Rs. 11.2 lakhs out of the latter provisions (according to revised estimates for 1956-57 and 1957-58 as reported by the Ministry of Community Development as the latest available figures) has already been included in item (b) above. The provision that may be required for subsequent years will have to be met either out of savings referred to in the covering note or out of the ceiling itself, in which case lesser number of blocks may have to be opened.

3. List of Subjects suggested for further Examination or special Study

Community Development Programme has so far been concentrated in rural areas only and no provision has been made for such work in urban areas where vital problems also exist. The communities in urban and rural areas are not only integrated but they have common problems which are interlinked in actual working and require joint efforts for their solution. There are also certain important problems in urban areas like factory labour, Harijan welfare, etc., which require to be attended to on a priority basis. A comprehensive study should, therefore, be made with a view to evolve a blue-print for urban or composite types of community development projects.

2. In order that the programme for the welfare of women and children is really beneficial to them, certain recommendations have been made by us as a result of our study. Further study on scientific lines should be carried out so that the existing content of the programme may be improved upon and given a practical shape.

3. In the areas which are either newly brought under canal irrigation or served by tubewells, a large proportion of water generally remains unutilized owing to a variety of causes. This problem is of a very serious nature and requires to be studied with a view to finding out remedial measures to ensure its maximum utilisation.

4. Imporved farming practices which have been evolved and found useful in raising agricultural produce in all States should be examined and recommended for adoption in other areas similarly situated.

5. To avoid unnecessary wastage of water as also to ensure its best use, study into the optimum requirements of irrigation water for different crops and regions is necessary.

6. A higher percentage of seed-saturation has been achieved in case of varieties suitable for irrigated areas. But little seems to have been done in case of crops grown in unirrigated and dry farming areas, especially for coarser grains, for which detailed investigation on regional basis should be carried out by the State Governments.

7. Producing methane gas from cow-dung has been tried as an experiment at several places. But some doubt exists about its economies and application under village conditions. These should be investigated with a view to popularise its use on an extensive scale:

8. Complaints have been made about the harmful effects of

fertilizers and insecticides on soil. Though their use at present is not extensive, it is likely to be so in the near future. Researches in this connection have been carried out in other countries. The Plant Protection Organisation may tabulate the results of these researches for suitable action in this country.

9. Fruit preservation methods capable of being practised in remote villages with local material and equipment should be evolved, so that the industry may retain its cottage industry character.

10. Cultivators can be persuaded not to use cow-dung as fuel if alternative fuel like coal and coke which is not available in the area is supplied to them in sufficient quantities at reasonable rates. Such a possibility may be examined.

11. Nutritious and high-yielding varieties of fodder suited to different regions should be evolved to replace the existing ones which are poor in quality and yield.

12. Various new terms like 'Development Blocks, Extension officers, Community Projects, National Extension Service', etc., has recently come into vogue. Their equivalents in different languages are neither uniform nor always intelligible to the villager. A Committee should be appointed to devise simple and meaningful terms which can be easily understood by the common man.

13. Export of cattle of good breed to large cities like Bombay, Calcutta, etc., and their subsequent slaughter is reported to be taking place on quite an appreciable scale. This is a problem which requires special study to prevent such waste of useful milch cattle.

14. In some cases, Central Cooperative Banks undertake to pay high rates of interest on fixed deposits and lend the same to cooperative societies at even higher rates instead of obtaining necessary funds for the purpose from the Apex or Reserve Bank. The farmer is thus compelled either to accept the loan at a very high rate of interest or to go to the money-lender. This matter needs further examination and calls for remedial measures.